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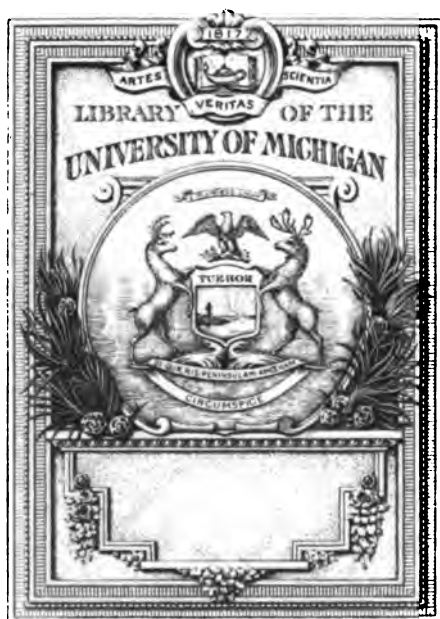
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DOCUMENTS
OF THE
SENATE

OF THE
STATE OF NEW YORK.

ONE HUNDRED AND THIRTY-THIRD SESSION.

1910.

VOL. XX.—No. 36.—PART 1.



ALBANY
J. D. LYON COMPANY, PRINTERS
1910

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JUN 21 1912



ANNUAL REPORT

OF THE

STATE BOARD OF CHARITIES

FOR THE YEAR 1909

IN THREE VOLUMES

WITH STATISTICAL APPENDIX TO VOLUME ONE BOUND SEPARATELY

VOLUME ONE

WITH STATISTICAL APPENDIX BOUND SEPARATELY

TRANSMITTED TO THE LEGISLATURE FEBRUARY 28, 1910

ALBANY

J. B. LYON COMPANY, PRINTERS

1910

STATE OF NEW YORK

No. 36.

IN SENATE

FEBRUARY 28, 1910.

FORTY-THIRD ANNUAL REPORT

OF THE

STATE BOARD OF CHARITIES

STATE OF NEW YORK:
OFFICE OF THE STATE BOARD OF CHARITIES,
THE CAPITOL, ALBANY, FEBRUARY 28, 1910.

To the HON. HORACE WHITE,

Lieutenant-Governor and President of the Senate:

SIR.—By direction of the Board, I have the honor herewith to transmit to the Legislature the forty-third annual report of the State Board of Charities.

Yours very respectfully,

WILLIAM R. STEWART,

President.

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THE CONSTITUTIONAL AND STATUTORY POWERS

OF

THE STATE BOARD OF CHARITIES.

The State Board of Charities was created in 1867, and became a constitutional body January 1, 1895, under the provisions of article VIII of the Constitution of the State of New York, which was adopted in 1894. This article of the Constitution provides that the State Board of Charities shall visit and inspect all institutions, whether State, county, municipal, incorporated or unincorporated, which are of a charitable, eleemosynary, correctional or reformatory character, including institutions for epileptics and idiots, and all reformatories (save those in which adult males convicted of felony shall be confined), and excepting institutions for the care and treatment of the insane, and for the detention of sane adults charged with or convicted of crime, or detained as witnesses or debtors.

The Constitution also provides that the members of the Board shall be appointed by the Governor, by and with the advice and consent of the Senate, that all the existing laws relating to institutions above mentioned, and to their supervision and inspection, in so far as such laws are not inconsistent with the provisions of the Constitution, shall remain in force, and that the Legislature may confer upon the Board any additional powers. It further provides that while payments by counties, cities, towns and villages to charitable, eleemosynary, correctional or reformatory institutions, wholly or partly under private control, for care, support, and maintenance, may be authorized, they shall not be required by the Legislature, nor shall such payments be made for any such inmate of such institutions who is not received and retained therein pursuant to rules established by the State Board of Charities.

The Commissioners comprising the Board are twelve in number, and are appointed for the term of eight years, one from each of the nine judicial districts of the State, and three additional mem-

bers from the city of New York. The Commissioners are required to reside in the districts or city from which they are respectively appointed, and no Commissioner can act as such while a trustee, director or other administrative officer of any institution subject to the visitation and inspection of the State Board of Charities.

Each Commissioner is paid actual expenses necessarily incurred while engaged in the performance of the duties of his office, and receives, as compensation, \$10 for each day's attendance at meetings of the Board, or of any of its committees, not exceeding in any one year the sum of \$500.

The Board is required to report to the Legislature annually. Its seal is the arms of the State surrounded by the inscription, "State of New York — the State Board of Charities," and its chief officers are a president and a vice-president, elected annually from its members.

The State Charities Law, constituting chapter 55 of the Consolidated Laws, provides in part that:

"The state board of charities shall visit, inspect and maintain a general supervision of all institutions, societies or associations which are of a charitable, eleemosynary, correctional or reformatory character, whether state or municipal, incorporated or not incorporated, which are made subject to its supervision by the constitution or by law; and shall,

"1. Aid in securing the just, humane and economic administration of all institutions subject to its supervision.

"2. Advise the officers of such institutions in the performance of their official duties.

"3. Aid in securing the erection of suitable buildings for the accommodation of the inmates of such institutions aforesaid.

"4. Approve or disapprove the organization and incorporation of all institutions of a charitable, eleemosynary, correctional or reformatory character which are or shall be subject to the supervision and inspection of the board.

"5. Investigate the management of all institutions made subject to the supervision of the board, and the conduct and efficiency of the officers or persons charged with their management, and the care and relief of the inmates of such institutions therein or in transit.

"6. Aid in securing the best sanitary condition of the buildings and grounds of all such institutions, and advise measures for the protection and preservation of the health of the inmates.

"7. Aid in securing the establishment and maintenance of such industrial, educational and moral training in institutions having the care of children as is best suited to the needs of the inmates.

"8. Establish rules for the reception and retention of inmates of all institutions which, by section fourteen of article eight of the constitution, are subject to its supervision.

"9. Investigate the condition of the poor seeking public aid and advise measures for their relief.

"10. Administer the laws providing for the care, support and removal of state and alien poor and the support of Indian poor persons.

"11. Collect statistical information in respect to the property, receipts and expenditures of all institutions, societies and associations subject to its supervision, and the number and condition of the inmates thereof, and of the poor receiving public relief."

In addition to the foregoing the Board is invested with power to transfer inmates from one State charitable institution to another, and has the supervision of the placing out of dependent children. It is empowered to issue licenses to dispensaries, homes for the care of aged, decrepit and feeble-minded persons who are not proper subjects for care and treatment in a hospital for the insane, and for cause may revoke such licenses. Besides discharging these duties it exercises such other functions as are devolved upon it by law.

MEMBERS AND OFFICERS

OF THE

STATE BOARD OF CHARITIES FOR THE YEAR 1909

MEMBERS APPOINTED BY THE GOVERNOR, BY AND WITH THE ADVICE AND CONSENT OF THE SENATE.

DISTRICTS.	Names and addresses.	Date of first appointment.
First Judicial..... (New York County.)	William R. Stewart, President, 31 Nassau street, New York City.	May 31, 1882
New York City.....	Mrs. Annie G. Bolton,† 2345 Broadway, New York City.	October 4, 1890
New York City.....	Stephen Smith, M. D., Vice-President, 300 Central Park West, New York City.	*March 30, 1893
New York City.....	Thomas M. Mulry, 51 Chambers street, New York City.	May 29, 1907
Second Judicial..... (Counties of Richmond, Suffolk, Nassau, Queens and Kings.)	Augustus Floyd, Mastic, Moriches P. O., N. Y.	June 1, 1903
Third Judicial..... (Counties of Columbia, Sullivan, Ulster, Greene, Albany, Schoharie and Rensselaer.)	Simon W. Rosendale, 57 State street, Albany, N. Y.	March 8, 1899
Fourth Judicial..... (Counties of Warren, Saratoga, Washington, Essex, Franklin, St Lawrence, Clinton, Montgomery, Hamilton, Fulton and Schenectady.)	Richard L. Hand, Elizabethtown, N. Y.	June 9, 1908
Fifth Judicial..... (Counties of Onondaga, Oneida, Oswego, Herkimer, Jefferson and Lewis.)		
Sixth Judicial..... (Counties of Otsego, Delaware, Madison, Chenango, Broome, Tioga, Chemung, Tompkins, Cortland and Schuyler.)	Ralph W. Thomas, Hamilton, N. Y.	April 2, 1903
Seventh Judicial..... (Counties of Livingston, Wayne, Seneca, Yates, Ontario, Steuben, Monroe and Cayuga.)	Horace McGuire, 711 Wilder Building, Rochester, N. Y.	June 9, 1908
Eighth Judicial..... (Counties of Erie, Chautauqua, Cattaraugus, Orleans, Niagara, Genesee, Allegany and Wyoming.)	William H. Gratwick, 814 Fidelity Trust Bldg., Buffalo, N. Y.	April 17, 1901
Ninth Judicial..... (Counties of Dutchess, Putnam, Orange, Rockland and Westchester.)	Joseph C. Baldwin, Jr., Mount Kisco, N. Y.	May 29, 1907

OFFICERS.		
WILLIAM R. STEWART.....	PRESIDENT	
STEPHEN SMITH, M. D.....	VICE-PRESIDENT	
ROBERT W. HILL.....	SECRETARY	
WILLIAM C. ROGERS.....	SUPERINTENDENT OF STATE AND ALIEN POOR	
RICHARD W. WALLACE.....	SUPERINTENDENT OF INSPECTION	

* Previously a Commissioner.

† Change of name.

REPORT

To the Honorable the Legislature of the State of New York:

In conformity with the requirements of chapters 55 and 46 of the Consolidated Laws, known as the State Charities Law and the Poor Law, respectively, the State Board of Charities herewith submits its forty-third annual report to your honorable body.

THE MEMBERSHIP OF THE BOARD.

There was one change in the membership of the Board during the year 1909. Hon. Dennis McCarthy, Commissioner from the Fifth Judicial District, resigned on October 31, 1909, to become Fiscal Supervisor of State Charities, to which office he was appointed by the Governor, November 4, 1909.

At a meeting of the Board held at its office in the Capitol at Albany, November 17, 1909, the following minute was unanimously adopted and ordered spread upon the records of the Board:

MINUTE.

"The appointment of Hon. Dennis McCarthy, Commissioner of the State Board of Charities from the Fifth Judicial District, to the position of Fiscal Supervisor of State Charities, by the Governor, removes from this Board a member who for nearly eleven years has freely and conscientiously devoted his time and energies to the improvement and elevation of the charitable institutions of the State subject to the visitation and inspection of this Board and to the work of the State Probation Commission, on which, from its organization, he served as the representative of this Board.

"Commissioner McCarthy brought to the discharge of his duties a sympathetic temperament which enabled him to appreciate keenly the necessities of the dependent classes, and to make wise suggestions for their physical, mental and moral improvement, and a business training and experience which proved invaluable in the supervision of the economic management of these charities.

"While regretting the personal loss to this Board occasioned by the appointment of Commissioner McCarthy to the position of Fiscal Supervisor, we are gratified with the assurance that he is in fact only transferred to a co-ordinate branch of the public service, the supervision of the financial management of the same State Charities over which the Board exercises the powers of visitation and inspection.

"We cordially congratulate him on his appointment to this service, for the duties of which he is so eminently qualified, and herewith assure him of our good offices whenever they may be useful, and invite him to co-operate in promoting the best interests of the State charitable institutions."

At the same meeting of the Board the following letter was received:

"ALBANY, N. Y., November 9, 1909.

To the State Board of Charities:

On October 31, 1909, my resignation as a member of the State Board of Charities was tendered to Governor Hughes, and on November 4 he appointed me Fiscal Supervisor of State Charities and I at once assumed the duties of that office.

My resignation as commissioner of this Board necessarily carried with it my resignation from the State Probation Commission as your representative, but I deem it my duty to report to you officially the termination of my membership in that commission.

After a service with the State Board of Charities covering ten years and eight months, I can assure you that I terminate my membership with great regret. During all the years I have invariably found my work as a member of the Board of great interest and my associations with the commissioners most pleasant and satisfactory as all aimed at the advancement of true charity and the improvement of the institutions placed by law under the supervision of the State Board of Charities.

For these pleasant years of work I sincerely thank you and beg to state in entering upon the duties of Fiscal Supervisor I earnestly trust that the close co-operation of both departments will be established with resulting benefit to the State and its institutions, as well as to all who are dependent upon its care. I remain,

Very sincerely yours,

DENNIS MCCARTHY."

Fully reciprocating the spirit shown in the foregoing letter and that the State Board of Charities may be of assistance to the Fiscal Supervisor, and at the same time avail itself of his experience in connection with the complex problems of the State charitable institutions, the following resolution was adopted unanimously:

"Resolved, That as it is desirable there shall be maintained constantly the closest possible relations and co-operation between the State departments charged with the responsibilities connected with the State charitable and reformatory institutions, the State Board of Charities hereby invites the Fiscal Supervisor to be present at meetings of the Board when matters relating to such institutions are under consideration."

ATTENDANCE AT MEETINGS.

The following table, giving the names of the Commissioners of the Board, and the district or city from which they were respectively appointed, together with the length of their service and the record of their attendance at Board meetings during the year 1909, is respectfully presented in accordance with a requirement of the State Charities Law:

ATTENDANCE OF COMMISSIONERS UPON MEETINGS OF THE BOARD HELD DURING THE YEAR 1909

A.—Absent. P.—Present.

COMMISSIONERS.	Years of service.	Stated meeting, Jan. 13. Albany.	Stated meeting, April 14. New York.	Special meeting, June 10. Buffalo.	Stated meeting, July 14. Albany.	Stated meeting, Oct. 13. Albany.	Special meeting, Nov. 17. Albany.	Number of meetings attended.
William R. Stewart, First Judicial District.....	28	P	P	P	P	P	P	6
Annie G. Bolton, New York City.....	19	P	P	P	P	P	P	3
Stephen Smith, M. D., New York City.....	17	P	P	P	P	P	P	6
Thomas M. Mulry, New York City.....	2	P	P	P	P	P	P	4
Augustus Floyd, Second Judicial District.....	6	P	P	P	P	P	P	5
Simon W. Rosendale, Third Judicial District.....	10	P	P	P	P	P	P	6
Richard L. Hand, Fourth Judicial District.....	1	A	A	A	P	P	A	3
Denise McCarthy, Fifth Judicial District.....	10	P	P	P	P	P	.....	3
Deane W. Thomas, Sixth Judicial District.....	6	P	P	P	P	P	P	6
Ralph W. McGuire, Seventh Judicial District.....	1	P	P	P	P	P	P	5
Honore McGuire, Seventh Judicial District.....	8	P	P	P	P	P	P	5
William H. Gratwick, Eighth Judicial District.....	2	P	P	P	P	P	P	5
Joseph C. Baldwin, Jr., Ninth Judicial District.....		11	10	7	11	11	7	

All Commissioners marked absent were excused by vote of Board.

The twelve members of the Board constitute two inspection committees, the Eastern and the Western, for the more immediate oversight of the work in their respective districts. Seven Commissioners form the Eastern District Committee and five the Western, and these committees usually meet monthly during the year. They seldom or never fail of a quorum. In addition to the six stated and special meetings of the Board shown in the above table, the members of the Board in these two District Committees have held seventeen meetings, ten in the Eastern Inspection District and seven in the Western, with a combined average attendance of over eight Commissioners — which is equivalent to at least eight additional meetings of the Board, and if these are added to the stated and special meetings in the table, make fourteen at which a majority of the Board was in attendance during the calendar year.

ELECTION OF OFFICERS.

At the Board's stated meeting of April 14, 1909, the annual election of officers was held in accordance with the by-laws, and President William Rhinelanders Stewart and Vice-President Stephen Smith, M. D., of New York, were re-elected for the ensuing year, by unanimous vote.

STANDING COMMITTEES OF THE BOARD FROM APRIL, 1909 TO APRIL, 1910.

ON PUBLICATION: The President, Commissioners Smith and Baldwin.

ON FINANCE: The President, Commissioners Rosendale and Mulry.

ON INSPECTION: Commissioners Smith, Gratwick and Mulry.

ON STATE AND ALIEN POOR: Commissioners McCarthy, Gratwick and Floyd.

ON REFORMATORIES: Commissioners Smith, Bolton, McCarthy and Baldwin.

- ON IDIOTS AND THE FEEBLE-MINDED: Commissioners McCarthy, Rosendale and Smith.
- ON SOLDIERS AND SAILORS' HOMES: Commissioners McGuire, Gratwick and Thomas.
- ON CRAIG COLONY: Commissioners Smith, McCarthy and McGuire.
- ON THOMAS INDIAN SCHOOL: Commissioners Gratwick and McGuire.
- ON THE BLIND: Commissioners Gratwick, Smith and Floyd.
- ON THE DEAF: Commissioners Thomas, Hand and Mulry.
- ON ALMSHOUSES: Commissioners Rosendale, Thomas and Floyd.
- ON ORPHAN ASYLUMS: Commissioners Hand, Bolton and Baldwin.
- ON HOSPITALS: Commissioners Smith, Baldwin and McGuire.
- ON LEGISLATION: Commissioners Hand, Baldwin and McCarthy.
- ON THE CONSTRUCTION OF BUILDINGS: Commissioners Floyd, Smith and Baldwin.
- ON PLACING-OUT OF CHILDREN: Commissioners Mulry, Gratwick, Floyd and Thomas.
- ON DISPENSARIES: Commissioners Smith, Gratwick and Hand.
- ON SANATORIA FOR CONSUMPTIVES: Commissioners Smith, Rosendale and Hand.
- ON LEGAL QUESTIONS: Commissioners Rosendale, Thomas and Hand.
- ON STATE HOSPITAL FOR CRIPPLED AND DEFORMED CHILDREN: Commissioners Floyd, Bolton and Smith.
- ON EDUCATION: Commissioners Thomas, Rosendale and McGuire.
- ON JUVENILE COURTS AND THE PROBATION SYSTEM: Commissioners McCarthy, Gratwick, Floyd and McGuire.
- ON TRANSFERS: Commissioners McCarthy, Smith and McGuire.
- EASTERN INSPECTION DISTRICT: The President, Chairman; Commissioners Smith, Bolton, Mulry, Floyd, Rosendale and Baldwin.
- WESTERN INSPECTION DISTRICT: Commissioner McCarthy, Chairman; Commissioners Thomas, Hand, McGuire and Gratwick.

APPROPRIATIONS TO THE BOARD BY THE LEGISLATURE OF 1909.**. APPROPRIATION BILL.**

The appropriation bill, chapter 432 of the Laws of 1909, made the following appropriations for carrying on the Board's work:

For the salary of the secretary, \$3,500.

For compensation of twelve commissioners, as provided by chapter five hundred and forty-six, laws of eighteen hundred and ninety-six, \$2,000, or so much thereof as may be necessary.

For the salaries:

of the superintendent of inspection, \$2,500;

of the several employees, according to grades, as follows:

ninth grade, one employee, \$2,100;

sixth grade, four employees, \$1,200 each, \$4,800;

fourth grade, five employees, \$3,600;

third grade, one employee, \$600, or so much thereof as may be necessary.

For temporary help, \$500, or so much thereof as may be necessary.

For the actual and necessary expenses of the commissioners and secretary while engaged in the performance of their official duties, \$2,500, or so much thereof as may be necessary.

For the actual and necessary traveling expenses of the employees of the department while engaged in the performance of their official duties, \$1,500, or so much thereof as may be necessary.

For rent, furniture, books, blanks, printing and other necessary and incidental expenses of the office, \$6,500, or so much thereof as may be necessary.

For postage, and expense of transportation of letters, official documents and other matter sent by express or freight, including boxes or covering for same, \$1,500, or so much thereof as may be necessary.

New York Office.

For the salaries:

of the superintendent, \$1,500;

seventh grade, one employee, \$1,400;

sixth grade, one employee, \$1,200;

fifth grade, two employees, \$900 each, \$1,800;

fourth grade, one employee, \$720.

State and Alien Poor.

For the salaries:

- of the superintendent, \$3,000;
- of the deputy superintendent in New York City, \$1,500;
- of the employees according to grade:
 - ninth grade, one employee, \$2,000;
 - seventh grade, one employee, \$1,500;
 - sixth grade, five employees, \$6,000;
 - fifth grade, two employees, \$1,800;
 - fourth grade, one employee, \$720;
 - third grade, one employee, \$600, or so much thereof as may be necessary.

For the actual and necessary traveling expenses of superintendent and inspectors, in the performance of their official duties, \$3,750.

For furniture, books, printing, messages and other necessary incidental office expenses, \$750.

For maintenance, transportation and removal of State, non-resident and alien poor, \$25,000, or so much thereof as may be necessary.

APPROPRIATIONS REQUESTED FROM THE LEGISLATURE OF 1910.

For the salary of the secretary, \$5,000.

For compensation of twelve commissioners, as provided by chapter fifty-seven, laws of nineteen hundred and nine, \$2,500, or so much thereof as may be necessary.

For the salaries:

- of the superintendent of inspection, \$2,500;
- of the several employees, according to grades, as follows:
 - ninth grade, one employee, \$2,500;
 - eighth grade, one employee, \$1,800;
 - seventh grade, one employee, \$1,500;
 - sixth grade, five employees, \$1,200 each, \$6,000;
 - fifth grade, two employees, \$900 each, \$1,800;
 - fourth grade, six employees, \$720 each, \$4,320.

For temporary help, \$1,000, or so much thereof as may be necessary.

For expenses of the commissioners and the secretary while engaged in the discharge of their official duties, \$3,000, or so much thereof as may be necessary.

For traveling expenses of the employees of the department while engaged in their official duties, \$2,500, or so much thereof as may be necessary.

For rent, printing and other expenses of the office, \$7,000, or so much thereof as may be necessary.

For postage and expense of transportation of all letters, official documents or other matter sent by express or freight, including boxes or covering for same, \$1,500, or so much thereof as may be necessary.

New York Office.

For the salaries:

- of the superintendent, \$1,800;
- two inspectors \$1,500 each, \$3,000;
- four inspectors, \$1,200 each, \$4,800;
- fifth grade, two employees, \$900 each, \$1,800;
- fourth grade, two employees, \$720 each, \$1,440;
- third grade, one employee, \$600.

State and Alien Poor.

For the salaries:

- of the superintendent, \$3,000;
- deputy in New York City, \$1,800;
- special inspector of charitable institutions, \$2,000;
- inspector, \$1,500;
- five assistant inspectors, \$1,200 each, \$6,000;
- transfer agent, Kings County Almshouse, \$1,200;
- transfer agent, Erie County Almshouse, \$1,200;
- fifth grade, two employees, \$900 each, \$1,800;
- fourth grade, four employees, \$720 each, \$2,880;
- third grade, two employees, at \$600 each, \$1,200.

For traveling expenses of superintendent and inspectors, \$4,000.

For incidental office expenses, \$800.

For maintenance, transportation and removal of State, non-resident and alien poor, \$35,000, or so much thereof as may be necessary.

INSPECTION OF EDUCATIONAL WORK IN CHARITABLE INSTITUTIONS.

In former reports the State Board of Charities has urged the need of inquiry into the methods and results of educational work in the institutions under its supervision which are charged with the care of more than 33,000 dependent or delinquent children, many of whom are mentally below the normal and need special training to fit them for self-support. The State has assumed their guardianship and owes them a practical education.

By subdivision 7 of section 9 of the State Charities Law, chapter 55 of the Consolidated Laws, the Board is required to "Aid in securing the establishment and maintenance of such industrial, educational and moral training in institutions having the care of children as is best suited to the needs of the inmates." Subdivision 6 of section 12 of the same law makes it the duty of the Board to ascertain with relation to each institution, "its methods of industrial, educational and moral training, if any, and whether the same are best adapted to the needs of its inmates."

The Legislature has not heretofore made an appropriation to enable the Board to discharge these duties. The managers of the institutions realize their grave responsibilities and are not content to furnish merely food, clothing and shelter, where training into usefulness and character is needed; they appreciate the assistance of expert inspectors who can be helpful both in planning and carrying out institutional work, and they desire this assistance for the improvement of the educational work.

An inspector having, with other qualifications, experience as an educator, and whose duties shall be not only critical but constructive, is necessary to assure to these wards of the State the educational advantages to which they are entitled. For these reasons, the Board respectfully asks the Legislature to appropriate \$2,500 to pay the salary and expenses of such an inspector.

VISITATION OF PLACED-OUT CHILDREN.

More than 400 dependent children are placed each year by the Poor Law officers of the State. The charitable institutions and societies, subject to the supervision of this Board, place out an equal number.

The visitation of such children is devolved upon the Board by chapter 55 of the Consolidated Laws, which law provides in part as follows :

“ § 304. The state board of charities through any member, officer or duly authorized inspector of said board, is hereby authorized to visit, in his discretion, any child under the age of sixteen years, not legally adopted, placed out by any person or corporation mentioned in sections three hundred and one of this article, or by any person licensed by said board to place out destitute children.”

One inspector visits these foster homes and reports upon their character and makes careful investigation of all complaints alleging that children have not been satisfactorily placed out. The work now requires the services of two inspectors to cover the placements made by institutions and societies organized to find homes for children, and for this purpose a special appropriation of \$2,500 is requested to cover salary and expenses.

BOND ISSUES FOR THE EXTENSION AND COMPLETION OF STATE CHARITABLE AND REFORMATORY INSTITUTIONS.

In the establishment of State charitable and reformatory institutions the future needs of the State have not always been considered. Although immediate necessities may have at times received attention, provision for the increasing population with its consequent requirements has practically been left to the coming years. Hence many of the State charitable institutions have been built without the prior preparation of layouts, estimates and other plans which would show their completed form and approximate cost.

As one result of this policy, few of the State charitable and reformatory institutions are completed and the Legislature is requested each year to make special appropriation for their enlargement. Even related institutions — those belonging to the same group and designed for a similar purpose although established in different sections of the State — have been developed independently when sound policy would have co-ordinated them and made the enlargement of each one dependent upon the needs of the group.

Several of the State institutions approach completion. They may require additional buildings or equipment, but in the considera-

tion of such enlargement, the work of associated institutions and the future needs of the State should have influence. Boards of managers should make comprehensive plans for their institutions with ground "layouts" showing where each proposed building will stand. This Board has conferred with several of the boards of managers, and upon its request the State Architect has made such "layouts" for some institutions which show how all the buildings will be related to each other when completed. When the proper ultimate capacity is established, the number of buildings required and their location and cost can be determined as also that of the complete institution.

There are good business reasons why permanent improvements of this character which are intended to cover the needs of the State for the next fifty years or more should be chargeable in part at least, to the future rather than to the immediate present. The public institutions are established to safeguard the Commonwealth in the years to come, and will house many yet unborn. A bond issue with the provision of a sinking fund would distribute the cost of construction so that the taxpayers could be called upon to pay in any one year, in addition to the money required for annual maintenance, only a small proportion of the total cost of construction. In this way, each year could meet its own financial responsibilities better than under the present plan, could also provide more liberally for recognized needs and thus the development would be more speedy and economical. If the cost of construction were thus distributed, there is no doubt the new institutions which should be established would be more likely to receive attention, and a comprehensive program be outlined for the future development of the State charitable and correctional institutions.

As the population of the State increases, more institutions will be needed, and the present is an auspicious time to inaugurate the plan of providing for the construction of all State charitable and correctional institutions by long term bond issues. This method of raising funds for public purposes falls within the limitations of section 4 of Article VII of the State Constitution, which provides in part that "No debts shall be hereafter contracted by or in behalf of this State unless such debt shall be au-

thorized by a law, for some single work or object, to be distinctly specified therein." The construction of the State charitable institutions may be fairly considered a "single work or object" although it may have several divisions, for all the State charitable and reformatory institutions are parts of one comprehensive system of care for wards of the State, and taken together represent a single phase of public activity and responsibility.

THE DIET IN CHARITABLE AND REFORMATORY INSTITUTIONS UNDER THE SUPERVISION OF THE STATE BOARD OF CHARITIES.

The large number of persons who are dependent upon the public for support and who, through the operation of the State Poor Law, are committed to charitable institutions, makes the supply of food, its preparation and service a most important matter to the managers of such institutions.

When it is considered that in the charitable institutions of the State, all ages are found, as well as all conditions of infirmity, it is apparent that selection of the proper kinds of food as well as their economic preparation requires expert knowledge. The art of preparing raw articles of food for easy and complete digestion has become a special and valuable branch of knowledge requiring familiarity with the chemical composition of the food materials, their proper combination, and final preparation by the process of cooking.

In the family home, the character of the daily food service is largely dependent upon the family purse, the supplies to be found in the market, and the skill which has been acquired by the cook or that member of the family responsible for the preparation of the meals. It is possible under ordinary circumstances to have a wide variety in the family dietary, for the markets everywhere are open and the only limitation to variety is that of ability to pay. In institutions, however, there can not be the same freedom of choice in foods, for what would not be considered extravagance in a purchase for family requirements may be very extravagant in the general purchases of an institution. A few persons may be fed with even the more costly foods without any serious effect upon the family finances, but in an institution where hundreds

must be considered and provided for, the addition of a few cents to the daily per capita cost of meals is a serious matter.

Besides this consideration, institutions are not usually in locations which make daily marketing possible. They are compelled to adhere to dietaries which are seldom changed except by the seasons, and contracts for supplies are made months in advance of time required for use. For this reason advantage can seldom be taken of favorable price changes. The cost of food has increased over 15 per cent since 1904, and the institutions have felt the advance seriously — in some instances making radical changes in the dietary necessary that the cost may not exceed the amounts of money available.

An experienced Dietitian in the employ of the Board would be of service to institutions, especially those maintained by the public, and the necessary salary could be saved many times over by the economies which expert supervision of this character would suggest. Frequently managers and public officers have made requests for advice in regard to diet, and the Board has published two suggestive pamphlets upon the subject. These have been and are in great demand, but should be supplemented by the advice of a trained Dietitian, who in visits to institutions could take up the special problems in each, and thus render assistance in a manner most likely to be productive of good results.

Institutions having a population of 200 or more should employ a competent person to take charge of the preparation and service of food. The inmates will be directly benefited by the greater variety and better preparation of the daily diet, and the institution through the more economical methods adopted in the kitchens and dining-rooms.

It is not possible for institutions to regulate or control the market price of supplies, but greater attention to practical economies, and better service will go far toward minimizing the effect of any serious increase in prices.

THE CAMPAIGN AGAINST TUBERCULOSIS.

During the past year a remarkable campaign has been waged by the State Charities Aid Association and the State and local health authorities against tuberculosis. By lectures, addresses,

stereopticon views, photographs, exhibits at fairs and other places, posters, leaflets and books, the people have been instructed as to the nature of the disease and the best methods of prevention. The Boards of Supervisors in the several counties have given special attention to the provision of hospital care for persons afflicted with the disease, and in several instances have voted to establish county hospitals. In the counties of Chemung, Orange, Onondaga and Erie, private citizens have presented to the public tracts of land, buildings and hospital equipment for the treatment of patients suffering from tuberculosis. The city of New York has made large appropriations for new buildings which are to be used for tubercular patients, and in addition, has provided for the completion of the Sea View Sanatorium on Staten Island. This institution will accommodate 1,000 patients, and the estimated cost of the equipment and buildings is \$3,000,000. In addition to this great new hospital, the city of New York has enlarged the Tuberculosis Infirmary of the Metropolitan Hospital on Blackwell's Island and has provided for other pavilions which, when completed, will have cost \$1,050,000 and have wards for approximately 700 patients. Add to these the number of beds now maintained by the city in other hospitals, and 2,500 patients in all stages of the disease can be cared for when these buildings are opened.

The results of the general interest taken in the efforts to prevent the further extension of tuberculosis will be an immediate decrease of the death rate from this disease, by improved sanitary standards of living in the home and in the condition of the shops, with the consequent increased efficiency, and longer period of wage earning ability.

THE SUPERVISION OF CHARITABLE INSTITUTIONS AND AGENCIES UNDER PRIVATE CONTROL AND NOT DIRECTLY IN RECEIPT OF PUBLIC MONEY.

Under the decision of the Court of Appeals in 1900 in "The People ex rel. The State Board of Charities v. The New York Society for the Prevention of Cruelty to Children," charitable societies and institutions under private control, which are not in receipt of public money, raised by general taxation, are excluded

from the benefits of State inspection and supervision. In the ten years since this decision was rendered, the number of such societies and institutions has increased from about 600 to more than 750. Their annual expenditures are estimated at over \$10,000,000, and they have many thousands of beneficiaries and inmates. As these asylums, hospitals, reformatories, homes, agencies, societies, and other similar organizations are entirely supported by private funds in their charitable work, they are not required by law to report to any State department, and their statistics are necessarily roughly estimated, and those compiled and published by the State are inaccurate, incomplete, and consequently misleading in regard to the number of persons wholly or partially maintained by charity, and to the value of property, endowments, and foundations devoted to charitable purposes, and also to the incomes received and their expenditure.

The special duties of these institutions include the care of aged, infirm and sick persons, the protection and education of dependent children, the guardianship and training of defectives, and the custody and reformation of delinquents. The responsibility of the State for the supervision of these classes especially, as well as others in need of help or maintenance, is generally recognized and does not need explanation or argument. It is the duty of the State to protect its dependent wards and private institutions undertaking any part of this duty assume at once a quasi-public character. They now are supported by the people in whole or in part even though not in receipt of public funds raised by general taxation; they receive from the public, in many cases, exceptional privileges, such as gifts of land, exemption from taxation, and free water. Hence their work is of vital interest to the public and the State has the right to insist that they perform their duties well and faithfully, and to know from frequent examinations how they administer their affairs, that they devote their funds to the purposes intended by their benefactors, and that they do not abuse those entrusted to their care. For these purposes and to this extent, the State should exercise supervision over them.

Visitation and inspection by the State assures a three-fold service — to the institution, to its beneficiaries, and to its bene-

factors. It protects the giver of properties, endowments, or donations against their diversion to improper or unintended uses. The importance of such a safeguard increases with the notable growth of endowments and foundations established for special charitable ends. State inspection in a measure assures the welfare of the helpless and dependent. It has been proved by a large experience that disinterested and competent investigation of the condition of dependent persons placed in asylums or homes is important both for their own good and for the interests of the public. State supervision also inspires confidence and thus benefits the institution, and no properly conducted institution need fear it, for its purposes are helpful and beneficent, not inquisitorial or intrusive. To instruct, to hold up high ideals and guard against imposture, to introduce better methods of work and thus increase efficiency, to harmonize and correlate public and private charitable agencies and efforts, as well as to gather and spread information and knowledge, are some of the objects sought to be accomplished by this Board in the interest of the State. If evils or abuses are found, the interests of innocent persons concerned and the public welfare demand that the wrongs be righted without concealment or mitigation of the offense, and thus repetition be made impossible.

From time to time institutions of a charitable nature, under private control, realizing the advantages of State supervision have, through their managers or superintendents, formally requested visitation and inspection by the State Board of Charities. These managers desire that the statistics of their work and those of similar institutions be gathered and published. They not only send copies of the annual reports to the Board, but express willingness to submit more detailed information if afforded opportunity. None of these requests can be granted until the law is so amended that the State may visit and inspect and require full reports from them.

Many of these institutions were incorporated pursuant to law by the State Board of Charities and therefore should continue subject to its supervision. For these reasons, the State should

provide for the visitation and inspection of all societies, associations, incorporations and institutions doing charitable, eleemosynary, reformatory, or correctional work, not already under State supervision, even if they are not in receipt of public money; and require all such institutions to submit annual reports of their activities.

FIRE PROOF BUILDINGS FOR ALL CHARITABLE INSTITUTIONS.

Recent losses of buildings by fire at State charitable and private institutions call attention to the fact that few, if any, of such buildings erected by the State during the past fifteen years are of fireproof construction. Safety has been sacrificed, and the inmates put in jeopardy in order that a low per capita cost of construction might be shown. This Board has continually protested against such dangerous methods, and advised fireproof construction in buildings which are intended for occupancy by State wards.

This is of vital importance for institutions when the buildings are far removed from municipal protection, which is the case with most of the State charitable and reformatory institutions and many under private control. Although the buildings may have brick or stone exteriors, the interiors are constructed of inflammable material and the safety of the inmates and the permanence of the structures seem to have been lost sight of.

This Board recommends that the buildings of the State charitable and reformatory institutions used for dormitory purposes be made fireproof, for the better protection of the inmates.

A STATE LABOR COLONY FOR TRAMPS AND VAGRANTS.

The attention of the Legislature is again invited to the need of a State farm colony for tramps and vagrants, and also to the necessity for an institution for male misdemeanants between the ages of sixteen and twenty-one.

In the estimate of the cost of vagrants to the State made by this Board in its report of last year, it was stated that more than five hundred thousand tramps and vagrants are supported in idleness in the United States. This estimate has been amply confirmed during the past year by reliable information received by the National Committee on Vagrancy and others from various places in the United States. New York maintains a large share of this number for the tendency of the tramps is to winter if possible in the larger cities, and the State is therefore burdened with an army of vicious and idle vagrants.

In the larger cities of the State, and in New York city and Buffalo especially, the opportunities afforded beggars, vagrants and tramps to subsist in idleness are so many that stringent laws are necessary for the relief of the people. The tramps and vagrants of other states find it easy to come to New York on the many railroads which enter the State, and while they remain in the cities during the colder months, they infest the rural districts in the warmer season.

The State farm colony plan has been tried with success in other countries and it can undoubtedly be operated with equal success in this State. The enforced labor, strict seclusion and regular outdoor life which are features of this system of treating vagrancy are certainly helpful in breaking up the vicious habits of proper subjects for commitment to such an institution.

At the last session of the Legislature a bill was introduced to establish a State farm colony for tramps and vagrants, and it was presented as an amendment to the State Charities Law in accordance with the provisions of the Constitution which provides that all reformatory institutions, except those in which adult males convicted of felony shall be confined, shall be subject to the visitation and inspection of the State Board of Charities. It was intended that the proposed State Farm Colony should treat vagrancy as a curable habit as well as a crime, and its establishment therefore would manifest the charitable interest of the people of the State in men not wholly beyond the influence of reformatory

measures. It would be a colony based upon a desire to help men who must be considered unfortunate as well as degraded.

Tramps usually become such through the use of intoxicants or the influence of vicious associations. Over eighty-four per cent. of the men in almshouses are there in consequence of evil habits and many have at some time or other been tramps. There is an intimate relation between drunkenness, the almshouse and the prisons, and an examination of the history of the inmates of these institutions shows that they pass from one to the other at frequent intervals, and thus impose the whole burden of their support upon the people. This is especially true in the city of New York to which tramps and vagrants resort in large number; the records of the almshouse and of the workhouse — both located on Blackwell's Island — contain many of the same names, and inquiry has disclosed the fact that when tired of the almshouse they obtain discharge, and in a day or two are recommitted either to a public hospital, the almshouse, or to the workhouse, to begin another period of enforced retirement.

The large expense entailed upon the public directly by the institutional support of tramps and vagrants is a warrant for the statement that the establishment of a State Farm Colony will prove an economic measure, even though the State should be compelled to maintain in such a colony several hundred tramps a year. It costs the public now approximately \$2,000,000 to pay for their maintenance in almshouses, jails and hospitals, beside the value of money and food given by individuals. These men by their labor could more than pay the State for their maintenance, and also in time could pay for the initial cost of establishing the colony, and perhaps accumulate a surplus for use after discharge. From a consideration of these conditions, it is probable, therefore, that the establishment of such a colony for the sequestration of tramps and vagrants will have an immediate beneficial result, and that the enactment of this law will relieve the State of the present heavy expense upon the taxpayers from this cause.

THE CORRECTIONAL TRAINING OF MALE MISDEMEANANTS OVER 16 AND UNDER 21 YEARS OF AGE.

It has been recognized for a long time by those interested in the reformation of delinquent youth that there is no suitable provision made by the State for the institutional training of boys over the age of sixteen. Under sixteen years of age they may be sent to the State Agricultural and Industrial School at Industry or to the House of Refuge on Randall's Island, New York, or to some institution under private control established for reformatory purposes. Misdemeanants over the age of twenty-one years may be committed to workhouses, jails and penitentiaries, and as adults full provision can be made for their reception and care. Between the ages of sixteen and twenty-one, however, is a critical period in life, yet under existing conditions boys and young men of these ages if misdemeanants, must be committed to jails, workhouses or penitentiaries where they associate with older and hardened prisoners and become confirmed in vicious and criminal habits. These unfortunates deserve more consideration than they have heretofore received, and the State should provide an opportunity for their training on a farm under proper restrictions.

In most instances they are the victims either of circumstances or environment — frequently of both — and are tempted or forced into a criminal life. If committed to a jail or penitentiary there is little hope of reformation, as they are almost certain to be discharged confirmed in vicious habits, to be numbered henceforth with the criminal class.

It is clearly the duty of the State to make some provision for the reclamation of this class of temporary offenders; they should have an opportunity for training and reformation similar to that given by the State to the juvenile delinquents sent to Industry. These older youths will likewise respond to sympathetic and kindly interest. The institutional methods for their reclamation should be more like those adapted to juvenile delinquents than the measures intended for confirmed criminals. Their only hope

for the future rests in the State itself, and in their behalf the State Board of Charities earnestly recommends that a suitable State Correctional Farm in a central location be established to which male misdemeanants between the ages of 16 and 21 may be committed, and upon which opportunities will be afforded for the reformation of character by education and the acquirement of useful trades, and where they will not be associated with felons either directly or indirectly nor be under the same management or discipline.

AN ESTIMATE OF THE APPROPRIATIONS NEEDED TO COMPLETE THE STATE CHARITABLE AND REFORMATORY INSTITUTIONS.

The following table, prepared in conference with the Fiscal Supervisor and State Architect, shows approximately the appropriations which are necessary for the completion within the next five years, of the established State charitable and reformatory institutions.

In addition to the institutions already established, there is need of at least three of a reformatory character for which provision should be made as soon as possible. These three are:

- | | |
|---|-----------|
| (1) A State Farm Colony for tramps and vagrants,
which completed will cost approximately.... | \$500,000 |
| (2) A State Correctional Farm for Male Misdemeanants over sixteen and under twenty-one
years of age..... | 500,000 |
| (3) A State Farm for Women..... | 200,000 |
-

If the amounts for these proposed institutions, \$1,200,000, be added to the estimate in the following table, the total will be \$9,912,500.

Estimate of Appropriations Necessary to Complete the Established State Charitable and Reformatory Institutions.

NAMES AND LOCATIONS OF INSTITUTIONS.	Inmate capacity now provided for.	Ultimate inmate capacity.	Estimated appropriation required for completion.
State Agricultural and Industrial School, Industry..	750	1,000	\$400,000
New York State Training School for Girls, Hudson..	331	500	427,500
Western House of Refuge for Women, Albion.....	215	400	350,000
New York State Reformatory for Women, Bedford..	320	500	435,000
House of Refuge, Randall's Island, New York City...	850	850	50,000
Syracuse State Institution for Feeble-Minded Children, Syracuse.....	548	550	50,000
State Custodial Asylum for Feeble-Minded Women, Newark.....	792	1,000	350,000
Rome State Custodial Asylum, Rome.....	1,250	1,500	350,000
Craig Colony for Epileptics, Sonysa.....	1,309	1,500	450,000
New York State Soldiers and Sailors' Home, Bath.....	2,000	2,000	150,000
New York State Woman's Relief Corps Home, Oxford	200	200	50,000
Thomas Indian School, Iroquois.....	200	200	100,000
New York State School for the Blind, Batavia.....	150	200	125,000
New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw.....	45	200	250,000
New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook.....	328	340	75,000
New York State Training School for Boys, Yorktown Heights.....	.....	1,000	1,500,000
Letchworth Village, Thiells.....	.....	2,500	3,000,000
New York State Reformatory, Elmira.....	1,500	1,500	50,000
Eastern New York State Reformatory, Nanapanoch...	500	1,000	550,000
Totals.....	11,288	16,940	\$8,712,500

SPECIAL INVESTIGATIONS DURING THE YEAR 1909.

During the calendar year 1909, a number of important investigations were made by special committees of the Board. Some of them were made upon the request of the Governor in consequence of complaints by individuals to him. These investigations were as follows:

1. The investigation by a Special Committee composed of Commissioners Smith, Baldwin and McCarthy into the methods of discipline employed in the House of Refuge on Randall's Island, New York City, which was begun near the close of 1908 and mentioned briefly in the last annual report of this Board, was completed early in February, 1909, and the report transmitted to the Governor and to the Managers of the institution, and on February 13, 1909, the board of managers of the Society for the Reformation of Juvenile Delinquents in New York City,

returned a reply. This answer together with the report of the committee was printed as an appendix in the last annual report.

2. Upon the request of the Governor the Board, through the Committee on the State Hospital for the Care of Crippled and Deformed Children, investigated charges presented to the Governor by Dr. James Porter Fiske against the management of the hospital. The committee, Commissioners Floyd, Smith and Baldwin, after careful inquiry into all the facts, reported to the Board on February 10, 1909, that the charges were mainly due to differences of opinion with reference to the methods of administration, and that the methods are in process of readjustment to meet changed conditions.

3. A special investigation was made into the affairs and management of the Brooklyn Disciplinary Training School for Boys in consequence of complaints to this Board alleging gross abuse of inmates. While this investigation was in progress additional complaints were made to the Governor and by him referred to the State Board of Charities at its meeting on June 10, 1909. A special committee composed of Commissioners Smith, McCarthy and McGuire was appointed by President Stewart at that meeting and made a thorough investigation of conditions and methods at the institution, finding that the charges of cruelty, immorality and general mismanagement were substantiated by abundant evidence. The committee recommended a complete reorganization of the institution by the discharge of the superintendent, matron and other employees responsible for abuses, and the appointment of a new board of managers. Copies of this report were sent to the Governor and to the mayor of the city of New York. The latter promptly appointed new managers, and the other changes recommended were made without delay. The committee also recommended the abolition of the school and the distribution of the boys to other institutions.

4. The Board's committee on Craig Colony, consisting of Commissioners Smith, McGuire and McCarthy, made an investigation of the administrative methods at Craig Colony for Epileptics, Sonyea. A complaint alleged that patients were abused by attendants and that conditions existed which required correction. The committee examined into the complaint, especially into the

treatment of patients in the infirmaries, and on October 13, 1909, transmitted a report to the Governor to whom complaints had also been made. Since the investigation began August 24, 1909, the managers have appointed a superintendent to fill the vacancy created by the resignation of Dr. William P. Spratling who retired in October, 1908, before the alleged abuses occurred. Other new officers have also been appointed and the committee deemed it advisable to defer further investigation until the new officers have had full opportunity to make such changes in the internal administration as may be found necessary.

5. Upon the request of the Governor an inquiry was made relative to a complaint by inmates of the Sailors' Snug Harbor, New York City, concerning the food, medical care and general management. Conditions were examined into and a report made thereon to the Governor and the board of managers. This institution is a private charitable corporation not in receipt of public money, but the managers welcomed the inquiry and have requested the Board to visit and inspect the institution at its pleasure. It has a very large endowment in lands located in New York City, besides investments which assure an annual income sufficient for every need. The managers have stated that the visitation and inspection of this Board will benefit and safeguard the inmates who because of age or infirmity are dependent.

SUMMARY OF RECOMMENDATIONS FOR LEGISLATION.

First.—That appropriations to State institutions be subdivided in the appropriation bill so that specific sums shall be appropriated for salaries, wages and labor, apart from the sums appropriated for food supply and clothing and other charges. This should insure for the most important needs of the inmates sufficient appropriations which will not be subject to encroachment for salary payments.

Second.—That the State Custodial Asylum for Feeble-Minded Women at Newark, and the Rome State Custodial Asylum at Rome, be enlarged at this time so as to enable them to receive the adult idiotic and feeble-minded now improperly retained in almshouses, contrary to the provisions of the Poor Law and the Penal

Code, or provided for in private institutions at heavy expense to the counties, cities and towns of the State. In the opinion of the Board the ideal system for the classification of the feeble-minded now in three institutions at Syracuse, Newark and Rome is to care for all teachable feeble-minded girls in the Syracuse State Institution for Feeble-Minded Children; to maintain the idiotic and feeble-minded women and girls who have passed the teachable age, except such as are epileptic, in the Newark State Custodial Asylum for Feeble-Minded Women, and to provide for all the non-epileptic feeble-minded men and boys at the Rome State Custodial Asylum. Those afflicted with epilepsy should be maintained at Craig Colony. The education of feeble-minded boys, discontinued under this plan at the Syracuse State Institution for Feeble-Minded Children, should be provided for in a school department at the Rome State Custodial Asylum.

Third.—That appropriations be made whereby Letchworth Village may be opened for the reception of feeble-minded patients from the First, Second and Ninth Judicial Districts at an early date. This will relieve the custodial asylums at Rome and Newark of the care of additional inmates belonging to the districts named, and thus enable them to receive more patients from the western, northern and central sections than is possible at present.

Fourth.—That appropriations be made for buildings and other necessary equipments for the New York State Training School for Boys, in order that the institution may be opened for the reception of inmates and the House of Refuge on Randall's Island be closed as soon as possible.

Fifth.—That the provisions of section 45 of the State Charities Law which require the State charitable institutions to make monthly estimates for supplies be amended, and the institutions be authorized to estimate for supplies for periods of three months.

Sixth.—That the power of the Board of Managers of Craig Colony for Epileptics and of the State Custodial Asylum at Newark for the feeble-minded to make rules governing the retention and discharge of inmates be made clear and explicit, and that the State Charities Law be amended so as to give such boards of

managers the right to restrain the inmates from absconding, and also, subject to confirmation by the nearest court of competent jurisdiction, the right to refuse requests for the discharge of inmates to the custody of relatives, friends or other persons, should such refusal be in the interest of the public or for the protection of the inmates.

Seventh.— That a State labor colony be established to which tramps and vagrants may be committed for the purpose of restraint, enforced labor and reformation.

Eighth.— That a State correctional school be established in a suitable location for the reception, instruction and training of male misdemeanants over 16 years of age and under 21.

Ninth.— That county boards of supervisors be required to provide ample protection against the danger of fire in the almshouses under their control whenever the need of such protection is officially reported to them by this Board.

Tenth.— That the boards of managers of charitable and reformatory institutions under private control, but in receipt of State appropriations, be required to visit, inspect and hold their meetings at the institutions under their charge at least once each month.

Eleventh.— That provision be made for the employment by this Board of a competent Dietitian to visit and inspect the institutions, public and private, subject to its supervision.

NUMBER AND CLASSIFICATION OF BENEFICIARIES IN INSTITUTIONS SUBJECT TO THE VISITA- TION AND INSPECTION OF THE BOARD SEPTEMBER 30, 1909.

Aged and friendless persons.....	3,211
Almshouse institution inmates (exclusive of those classi- fied below)	14,277
Blind in almshouses.....	402
Blind in other institutions.....	366
Deaf in almshouses.....	145
Deaf in other institutions.....	1,758

Dependent children (exclusive of those committed for delinquency, included with juvenile delinquents).....	31,943	
Indian children at Thomas Indian School....	157	32,100
Disabled soldiers and sailors.....		2,073
Epileptics in almshouses.....		271
Epileptics in Craig Colony for Epileptics.....		1,301
Hospital patients		10,357
Idiotic and feeble-minded in almshouses.....		1,625
Idiotic and feeble-minded in State institutions.....		2,393
Juvenile delinquents		3,532
Reformatory inmates (women and girls).....		2,360
Total		76,171

INDOOR SUPPORT.

Table showing the number of persons in institutions receiving public money, subject to the visitation and inspection of the State Board of Charities, at the close of the five fiscal years from 1905 to 1909, inclusive, with the increase or decrease of the number in each class September 30, 1909, compared with that of September 30, 1905.

STATE BOARD OF CHARITIES.

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INSTITUTIONS.	1905.		1906.		1907.		1908.		1909.		Increase of number in institutions Sept. 30, 1909, over Sept. 30, 1905.	Decrease of number in institutions Sept. 30, 1909, over Sept. 30, 1905.
	Number in institutions in Sept. 30.	Number in institutions in Sept. 30.	Number in institutions in Sept. 30.	Number in institutions in Sept. 30.	Number in institutions in Sept. 30.	Number in institutions in Sept. 30.	Number in institutions in Sept. 30.	Number in institutions in Sept. 30.	Number in institutions in Sept. 30.	Number in institutions in Sept. 30.		
State Institutions.....	15	17,334	15	7,753	15	7,895	15	8,447	15	8,476	1,142	.....
County Almshouses.....	54	5,803	55	5,628	55	5,783	55	6,330	55	6,233	630	.....
City and Town Almshouse Institutions.....	22	8,821	26	9,126	26	9,368	26	10,326	26	10,487	1,666	.....
Homes for the Aged.....	27	1,328	26	1,369	26	1,421	25	1,462	25	1,490	171	.....
Homes for the Blind.....	2	52	3	74	2	158	2	58	2	69	17	.....
Homes for Children.....	119	30,247	117	30,618	120	31,943	120	33,983	122	33,086	3,430	.....
Homes for Discharged Prisoners.....	2	31	2	67	2	79	2	83	2	44	13	.....
Homes for the Feeble-Minded*.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Homes, Temporary, for Men and Boys.....	9	583	9	555	8	638	8	674	9	723	140	.....
Homes, Temporary, for Women and Children.....	8	230	8	225	9	219	9	245	9	240	10	.....
Homes, Temporary, for Women and Girls.....	15	658	13	615	12	577	11	632	10	518	140	.....
Hospitals.....	137	7,337	137	7,888	143	8,302	145	8,655	162	8,963	1,566	.....
Hospitals and Homes for Consumptives.....	4	831	4	859	4	800	4	882	4	908	77	.....
Hospitals and Homes for Epileptics.....	1	208	1	219	1	191	1	195	1	200	8	.....
Hospitals and Homes for Incurables.....	3	109	3	135	3	137	3	147	3	154	45	.....
Reformatories for Children.....	4	500	4	544	4	533	4	484	5	529	29	.....
Reformatories for Women and Girls.....	12	1,573	12	1,570	12	1,607	12	1,649	12	1,586	13	.....
Schools for the Blind.....	1	145	1	156	1	160	1	168	1	168	23	.....
Schools for the Deaf.....	10	1,664	10	1,649	10	1,676	10	1,713	10	1,758	94	.....
Total.....	445	67,254	446	69,050	453	71,397	453	75,833	462	76,171	9,065	148

* Statistics included in State Institutions and City and Town Almshouse Institutions.
† Exclusive of New York State School for the Blind, Batavia, closed for repairs on date designated.

OUTDOOR RELIEF.

Table of temporary (outdoor) relief in the cities of the State for the fiscal years 1906, 1907, 1908, and 1909.

A. SHOWING THE NUMBER OF POOR PERSONS RECEIVING TEMPORARY (OUTDOOR) RELIEF WITH THE PERCENTAGE OF ENTIRE POPULATION THUS RELIEVED, BY CENSUS OF 1905.

CITIES.	Popula- tion by census of 1905.	1906.		1907.		1908.		1909.	
		Number of poor persons receiving temporary relief.	Percent- age of popula- tion tem- porarily relieved.	Number of poor persons receiving temporary relief.	Percent- age of popula- tion tem- porarily relieved.	Number of poor persons receiving temporary relief.	Percent- age of popula- tion tem- porarily relieved.	Number of poor persons receiving temporary relief.	Percent- age of popula- tion tem- porarily relieved.
New York.....	4,013,781	6,142	.0015	7,379	.0018	12,879	.003	9,427	.002
Buffalo.....	376,587	3,202	.009	3,166	.008	5,695	.015	6,978	.019
Rochester.....	181,666	1,548	.009	1,866	.010	3,114	.017	2,822	.015
Syracuse.....	117,503	1,629	.014	1,545	.013	5,292	.045	2,053	.017
Albany.....	98,374	4,326	.044	4,671	.047	6,664	.068	6,495	.066
Troy.....	76,910	1,130	.015	1,942	.025	2,864	.037	3,038	.039
Utica.....	62,934	1,071	.017	957	.015	2,183	.035	1,952	.031
Yonkers.....	61,716	541	.009	550	.009	879	.014	986	.016
Schenectady.....	58,387	213	.004	255	.004	715	.012	1,585	.021
Binghamton.....	42,036	481	.011	417	.010	541	.013	530	.012
Elmira.....	34,687	398	.011	410	.003	81	.002	938	.037
Auburn.....	31,422	496	.016	674	.021	1,052	.033	938	.030
Newburgh (city and town).....	31,283	720	.023	572	.018	1,390	.044	698	.022
Niagara Falls.....	28,560	267	.010	236	.009	485	.018	431	.016
Jamestown.....	26,160	797	.030	574	.022	680	.026	771	.029
Kingston.....	25,556	730	.029	602	.024	741	.029	716	.028
Watertown.....	25,447	426	.017	310	.012	717	.028	826	.032
Poughkeepsie.....	25,379	456	.018	481	.019	619	.024	564	.022
Mount Vernon.....	25,006	121	.005	127	.005	206	.008	213	.008
Cohoes.....	24,183	798	.033	858	.035	839	.035	581	.024
Amsterdam.....	23,943	1,600	.067	1,413	.051	2,866	.119	608	.025
Oswego.....	22,572	855	.038	720	.032	753	.033	909	.040
New Rochelle.....	20,480	167	.008	120	.006	145	.007	198	.010
Gloversville.....	18,672	321	.017	119	.006	190	.026	324	.017
Lockport.....	17,552	198	.011	118	.007	194	.011	225	.013

Rome.....	16,562	533	.032	440	.027	920	.037	468	.028
Dunkirk.....	13,280	172	.005	35	.002	209	.014	209	.014
Ithaca.....	14,615	102	.007	164	.011	126	.000	126	.000
Watervliet.....	14,600	813	.056	785	.051	228	.000	189	.013
Middletown.....	14,516	343	.024	427	.029	506	.035	498	.034
Cornwall.....	13,515	270	.020	263	.022	313	.023	341	.025
Hornell.....	13,259	251	.020	265	.020	309	.023	365	.027
Orleansburg.....	13,179	271	.020	141	.011	125	.009	112	.009
Geneva.....	12,249	351	.029	301	.023	343	.028	425	.035
*11,370								125	.002
Lackawanna.....	11,272	81	.007	63	.006	39	.003	64	.006
Cortland.....	11,122	632	.037	599	.064	483	.043	625	.056
Little Falls.....	10,715	96	.008	187	.017	133	.012	126	.012
Rensselaer.....	10,290	314	.031	229	.022	265	.025	200	.019
Hudson.....	10,184	125	.012	112	.011	104	.010	110	.011
Piatsburgh.....	10,163	219	.021	180	.018	199	.019	240	.024
Olean.....	10,157	27	.003	20	.002	39	.004	55	.005
North Tonawanda.....	9,845	217	.022	177	.018	448	.045	305	.031
Johnstown.....	9,695			53	.005	85	.009	41	.004
Port Jervis.....	9,565							210	.022
Oneonta.....	9,509					225	.024	830	.084
Glens Falls.....	8,847	345	.039	137	.015	118	.013	268	.030
Fulton.....	8,420	305	.036	367	.044	280	.033	189	.022
Oneida.....	7,904	8	.001	15	.002	14	.002	19	.002
Tonawanda.....									
Total.....	5,745,599	34,010		34,762		57,292		51,162	

* By census taken June, 1909.

† By census taken January, 1909.

‡ Statistics do not represent an entire year.

OUTDOOR RELIEF — (Continued).

Table of temporary (outdoor) relief in the cities of the State for the fiscal years 1906, 1907, 1908 and 1909.
B. SHOWING THE EXPENDITURES FOR TEMPORARY (OUTDOOR) RELIEF WITH THE PER CAPITA EXPENSE FOR THE NUMBER TEMPORARILY RELIEVED AND THE AMOUNT PER INHABITANT FOR EXPENSE OF SUCH RELIEF.

CITY.	Popula- tion by census of 1905.	1906.			1907.			1908.			1909.		
		Expendi- tures for temporary relief.	Per capita expense for num- ber tem- porarily relieved.	Amount per inhab- itant by census of 1905 for expense of tempo- rary relief.	Expendi- tures for temporary relief.	Per capita expense for num- ber tem- porarily relieved.	Amount per inhab- itant by census of 1905 for expense of tempo- rary relief.	Expendi- tures for temporary relief.	Per capita expense for num- ber tem- porarily relieved.	Amount per inhab- itant by census of 1905 for expense of tempo- rary relief.	Expendi- tures for temporary relief.	Per capita expense for num- ber tem- porarily relieved.	Amount per inhab- itant by census of 1905 for expense of tempo- rary relief.
New York.....	4,013,731	\$75,729 83	\$12 33	\$0 02	\$32,841 83	\$11 23	\$0 02	\$93,716 35	\$7 26	\$0 02	\$85,408 02	\$0 06	\$0 02
Buffalo.....	376,387	52,099 07	10 02	09	31,418 98	8 02	03	41,027 48	7 20	11	47,547 25	6 51	13
Rochester.....	181,666	28,179 82	16 91	14	32,513 98	22 78	08	41,027 48	13 24	23	47,547 25	14 73	23
Syracuse.....	117,503	25,174 76	15 45	21	24,733 37	16 01	21	31,237 80	5 80	21	35,104 49	12 26	21
Albany.....	98,374	7,375 60	1 70	07	7,963 65	1 72	08	10,585 82	1 63	11	10,583 67	1 62	11
Troy.....	78,910	11,319 57	4 47	15	12,163 03	6 26	10	15,425 33	5 89	20	17,938 59	5 90	23
Utica.....	62,934	4,783 91	4 02	08	4,688 85	4 91	07	7,785 60	5 94	12	7,272 01	3 72	11
Yonkers.....	61,716	5,688 39	10 51	09	5,005 30	9 10	07	8,573 86	9 75	14	7,864 19	7 96	13
Schenectady.....	58,867	4,700 00	21 13	08	5,401 00	21 18	09	6,871 09	9 61	12	12,133 18	7 66	21
Binghamton.....	42,556	5,924 70	12 32	14	5,933 98	13 65	14	5,126 96	9 48	12	6,263 40	11 82	15
Elmira.....	34,687	2,005 62	5 04	06	5,962 46	5 92	02	*92 73	1 14	003	723 50	59	02
Auburn.....	31,422	9,184 22	18 52	29	10,723 52	15 91	34	11,436 19	10 87	36	12,855 64	13 71	41
Newburgh (city, and town).....	31,283	6,598 14	9 16	21	5,985 38	9 76	18	7,326 11	5 27	23	4,985 64	7 11	16
Niagara Falls.....	26,590	4,885 82	16 43	17	3,472 22	14 71	13	4,964 79	10 24	19	5,701 91	13 23	21
Jamestown.....	26,160	7,227 66	9 07	28	8,698 79	15 45	33	6,641 23	9 77	23	7,660 92	9 84	29
Kingston.....	25,556	7,124 57	9 76	28	5,823 24	9 17	25	8,823 80	7 86	27	5,393 70	7 54	21
Watertown.....	25,447	1,769 70	4 15	07	1,832 56	5 98	15	3,865 43	5 30	15	5,207 01	6 20	20
Poughkeepsie.....	25,379	2,631 63	5 77	10	2,748 21	5 71	11	3,207 57	5 18	13	3,429 78	6 08	14
Mount Vernon.....	25,006	1,092 40	9 03	04	1,056 55	8 27	04	2,410 30	11 70	10	2,863 32	13 44	11
Coboes.....	24,163	4,511 80	5 65	19	4,608 25	6 37	09	4,615 50	5 60	10	5,061 95	8 69	21
Amsterdam.....	23,943	11,709 74	7 32	49	9,866 38	6 97	41	13,334 33	4 67	36	15,928 67	26 20	67

Owego.....	22 573	4,804 28	5 69	23	4,498 02	9 25	20	4,619 72	6 14	20	5,411 88	5 96	34
New Rochelle.....	20 480	1,374 24	8 23	07	980 84	8 25	03	6,924 45	12 44	03	3,038 73	5 25	08
Gloversville.....	18 672	3,068 23	13 46	31	2,901 48	24 38	18	6,923 35	12 46	32	3,038 73	11 25	20
Lockport.....	17 553	2,145 00	10 83	13	1,998 08	16 93	08	2,323 54	11 08	11	2,304 69	10 15	13
Rome.....	16 553	1,621 01	3 04	10	1,343 78	3 05	08	1,737 41	2 68	11	1,301 74	2 67	09
Dunkirk.....	15 240	1,643 04	7 54	04	204 01	5 50	01	923 73	4 37	06	1,273 68	4 08	08
Utica.....	14 615	1,282 00	12 67	08	2,423 04	22 23	23	2,768 30	21 77	19	2,423 03	17 18	15
Watervliet.....	14 600	2,189 57	2 69	15	2,284 04	2 81	15	3,020 70	13 86	21	2,423 03	12 53	15
Middletown.....	14 519	3,102 39	9 04	21	3,774 61	8 84	26	4,832 57	8 05	20	3,977 11	17 96	27
Corning.....	13 515	2,968 22	11 07	22	3,262 26	11 20	24	3,539 50	11 31	26	3,704 23	10 50	27
Rome.....	13 269	2,910 96	11 15	22	3,202 00	12 09	24	3,496 41	11 31	26	3,693 97	9 87	27
Ogdensburg.....	13 179	2,654 45	9 90	20	2,423 07	17 18	18	2,130 75	16 97	16	2,006 85	17 91	15
Geneva.....	12 349	4,470 80	13 74	36	4,378 74	10 96	36	4,440 95	12 95	36	4,343 14	10 23	35
Lackawanna.....	11 370	1,535 86	18 96	14	1,534 72	24 38	14	1,171 44	30 04	10	1,153 10	6 20	01
Cortland.....	11 272	3,894 02	6 16	35	3,306 28	5 62	30	3,865 83	8 00	35	4,769 93	7 02	15
Little Falls.....	11 222	2,965 15	34 53	28	2,930 67	15 72	27	3,458 06	26 00	22	3,458 06	27 07	43
Rensselaer.....	10 715	1,173 32	3 54	11	1,131 59	4 94	11	1,110 48	4 19	11	1,059 49	5 30	33
Hudson.....	10 290	1,573 06	12 58	15	1,604 02	14 32	16	1,538 96	14 99	15	1,407 80	12 80	10
Plattsburgh.....	10 184	3,930 51	17 95	39	5,015 75	27 87	49	5,495 82	27 63	54	6,034 94	27 51	14
Onea.....	10 163	628 53	19 57	05	402 84	20 14	04	746 13	19 13	07	653 90	11 52	65
North Tonawanda.....	10 157	3,539 27	16 31	36	2,888 39	16 04	29	4,254 46	9 50	43	2,683 84	8 80	06
Johnstown.....	9 845	.....	.....	.....	411 68	7 77	04	1,551 19	18 25	16	901 59	21 90	27
Port Jervis.....	9 695	.....	.....	.....	.....	.....	.....	.....	.....	.....	846 15	4 03	09
Oneonta.....	9 509	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	09
Glens Falls.....	8 847	1,561 95	4 50	17	844 67	6 16	10	3,035 90	13 49	32	5,338 00	6 07	56
Fulton.....	8 20	1,351 65	4 44	16	1,242 33	3 66	16	1,261 54	13 10	17	1,068 31	3 95	12
Onesida.....	7 904	.....	25 41	03	164 0	12 10	02	255 55	4 50	15	1,020 29	8 52	19
Tonawanda.....	.....	.....	.....	.....	.....	.....	.....	.....	18 22	03	251 75	13 46	03
Total.....	15,745,599	\$313,538 76	.....	.....	\$333,217 19	.....	.....	\$395,458 30	.....	.....	\$401,533 22	.....	.....

* Outdoor relief largely furnished in the form of loans which for the most part were returned by the beneficiaries.

† By census taken June, 1900.

‡ Expenditures do not represent an entire year.

§ By census taken January, 1900.

STATE INSTITUTIONS.

Fourteen charitable institutions, subject to the visitation and inspection of the Board, are maintained by the State.

These, named in the order in which they were established, are as follows: State Agricultural and Industrial School, Industry, 1902, originally established in 1846 as "The Western House of Refuge for Juvenile Delinquents;" name changed June 2, 1886, to State Industrial School and by chapter 527, Laws of 1902, to the State Agricultural and Industrial School; Syracuse State Institution for Feeble-Minded Children, Syracuse, 1851; New York State School for the Blind, Batavia, 1865; Thomas Indian School, Iroquois, incorporated in 1855 as a private institution, and by chapter 162 of the Laws of 1875, reorganized and established as a State institution; State Custodial Asylum for Feeble-Minded Women, Newark, established as a branch of the Syracuse State Institution for Feeble-Minded Children in 1878, and as a separate institution by chapter 281 of the Laws of 1885; New York State Soldiers and Sailors' Home, Bath, 1878; New York State Training School for Girls, Hudson, 1904, originally established as the House of Refuge for Women, Hudson, 1881; Western House of Refuge, Albion, 1890; New York State Reformatory for Women, Bedford, 1892; Rome State Custodial Asylum, Rome, 1893; Craig Colony for Epileptics, Sonyea, 1894; New York State Women's Relief Corps Home, Oxford, 1894; New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw, 1900; New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook, 1900.

The receipts of these institutions for the fiscal year ending September 30, 1909, including balance on hand at the beginning of the year (\$17,952.94), and including appropriations for Letchworth Village, Thiells, and for the New York State Training School for Boys, Yorktown Heights, amounted to \$2,700,730.78. Their expenditures aggregated \$2,337,241.81; \$1,504,240.43 being for maintenance; \$833,001.38 for buildings and improvements; while \$80,646.69 was returned to the State Treasurer pursuant to the provisions of the law. The total number of their beneficiaries was \$10,990.

In addition to the fourteen State charitable institutions above mentioned two more are established but not yet in operation. These are: The New York State Training School for Boys, established by chapter 718, Laws of 1904; and Letchworth Village, originally established as The Eastern New York State Custodial Asylum by chapter 331, Laws of 1907; but name changed to Letchworth Village by chapter 446, Laws of 1909.

During the year all the State institutions under the jurisdiction of the Board were visited and inspected by the President and Vice-President and most of them by the several committees and Commissioners of the Board respectively charged with their oversight. Together with the private institutions receiving State appropriations, they were also regularly visited and inspected by the Board's Inspector of State Charitable Institutions.

PRIVATE INSTITUTIONS RECEIVING STATE APPROPRIATIONS.

The following named schools and institutions, ten in number, under private management but mainly supported by State appropriations, are also subject to the Board's visitation and inspection and were regularly inspected during the year. New York Institution for the Instruction of the Deaf and Dumb, New York, 1817; Society for the Reformation of Juvenile Delinquents in the City of New York (usually known as the House of Refuge), New York, 1824; New York Institution for the Blind, New York, 1831; Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo, 1853; Institution for the Improved Instruction of Deaf-Mutes, New York, 1869; St. Joseph's Institute for the Improved Instruction of Deaf-Mutes, Westchester, with branches at Brooklyn and Fordham, 1875; Central New York Institution for Deaf-Mutes, Rome, 1875; Western New York Institution for Deaf-Mutes, Rochester, 1876; Northern New York Institution for Deaf-Mutes, Malone, 1884; Albany Home School for the Oral Instruction of the Deaf, Albany, 1891.

The receipts of these institutions for the fiscal year ending September 30, 1909, were: From cash on hand, \$169,205.11; from public sources, \$775,056.91; from private sources, \$1,023,-

961.45; total receipts, \$1,968,223.47. Their expenditures aggregated \$1,644,679.32, and the total number of their beneficiaries was 3,370.

MANAGERS OF STATE CHARITABLE INSTITUTIONS.

Section 50 of chapter 57 of the Laws of 1909, constituting chapter 55 of the Consolidated Laws, requires that "the board of managers or trustees of each of the state charitable institutions, reporting to the Fiscal Supervisor, in addition to their duties now required by law, shall, by a majority of its members, visit and inspect the institution for which it is appointed at least monthly, and shall make a written report to the governor, the state board of charities and the fiscal supervisor within ten days after each visitation, to be signed by each member making such visitation."

From reports filed in the office of the State Board of Charities under this section of the State Charities Law, the following table has been compiled to show the number of managers present at each meeting during the year. Some of the managers may have failed to comply with the law which requires the actual signature of reports by the managers in attendance at the meetings, and this table shows those only who signed reports received by this Board.

TABLE OF APPROPRIATIONS MADE IN 1909, AND RECOMMENDED FOR 1910-11.

	NEW APPROPRIATIONS FOR 1909-10.		Reap- propriations in 1909 for extraordinary expenses.	Total appropriations available.	APPROPRIATIONS RECOMMENDED FOR 1910-11.		
	Maintenance.	Extraordinary expenses.			Maintenance.	Extraor- dinary. expenses.	Total.
State Agricultural and Industrial School, Indus- try	\$171,000	\$62,000 00	\$21,137 51	\$254,137 51	\$175,000	\$75,000	\$250,000
New York State Training School for Girls, Hud- son	88,000	79,100 00	5,421 75	172,521 75	98,000	159,500	257,500
Western House of Refuge for Women, Albion	57,000	11,500 00	578 04	69,078 04	55,000	11,700	66,700
New York State Reformatory for Women, Bedford	70,000	54,650 00	1,771 64	126,421 64	76,000	64,700	140,700
Society for the Reformation of Juvenile Delin- quents, New York City	166,000	10,000 00	.....	176,000 00	150,000	10,000	160,000
Syracuse State Institution for Feeble-Minded Children, Syracuse	109,000	5,000 00	.....	114,000 00	95,000	21,000	116,000
State Custodial Asylum for Feeble-Minded Women, Newark	90,000	11,100 00	1,619 23	102,719 23	100,000	280,875	380,875
Rome State Custodial Asylum, Rome	190,000	185,500 00	5,868 49	381,368 49	180,000	45,000	225,000
Craig Colony for Epileptics, Sonvea	260,000	51,000 00	8,199 70	319,199 70	225,000	193,850	418,850
New York State Soldiers and Sailors' Home, Bath Oxford	300,000	37,715 00	.....	337,715 00	300,000	45,785	345,785
Thomas Indian School, Iroquois	38,000	17,600 00	269 62	55,869 62	40,000	34,000	74,000
New York State School for the Blind, Batavia	31,000	37,700 00	.....	68,700 00	33,000	8,200	41,200
New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw	47,000	9,600 00	737 07	57,337 07	45,000	38,950	83,950
New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook	20,000	.....	6,121 45	26,121 45	22,000	101,500	123,500
New York State Training School for Boys, York- town Heights	90,000	319,350 00	9,374 74	418,724 74	118,000	10,500	128,500
Letchworth Village, Thicells	.....	45,942 25	.....	45,942 25	.....	636,000	636,000
Total	\$1,727,000	\$937,757 25	\$61,099 24	\$2,725,856 49	\$1,742,000	\$2,347,860	\$4,089,860

SHOWING THE CLASSIFIED ORDINARY MAINTENANCE EXPENDITURES OF THE STATE INSTITUTIONS FOR THE YEAR ENDING SEPTEMBER 30, 1900, WITH ITEMIZED PER CAPITA COST OF MAINTENANCE.

	State Agricultural and Industrial School, Industry.	New York State Training School for Girls, Hudson.	Western House of Refuge for Women, Albion.	New York State Reformatory for Women, Bedford.	New York House of Refuge (of the Society for the Reformation of Juvenile Delinquents in the City of New York), Randall's Island.	Syracuse State Institution for Feeble-Minded Children, Syracuse.	State Custodial Asylum for Feeble-Minded Women, Newark.	Rome State Custodial Asylum, Rome.
Average number of inmates	606	297	230	306	680	518	755	1010
Total ordinary maintenance expenses (excluding remittance to State Treasurer)	\$155,033 47	\$77,686 31	\$51,925 56	\$66,887 51	\$153,677 47	\$103,598 55	\$92,363 23	\$172,025 97
Average annual cost of support	255 83	261 57	225 76	218 59	226 00	200 00	122 33	170 22
Expended for salaries, wages and labor	4 91	5 03	4 35	4 19	4 34	3 85	2 35	3 27
Average annual per capita expenditure for salaries, wages and labor	87,711 63	34,795 54	23,177 74	31,696 14	73,989 49	43,440 77	37,964 62	67,847 39
Expended for provisions	144 74	117 16	100 77	103 58	108 81	83 86	50 28	67 18
Average annual per capita expenditure for provisions	21,126 14	15,898 62	9,492 97	10,457 27	41,699 09	24,243 14	27,479 44	39,307 55
Expended for household stores	34 86	53 53	41 28	53 78	61 22	46 80	36 40	39 01
Average annual per capita expenditure for household stores	4,136 17	2,094 06	978 27	1,537 25	3,254 95	3,609 26	3,742 26	12,285 51
Expended for clothing	6 83	7 05	4 25	5 02	4 79	6 97	4 96	12 16
Average annual expenditure for clothing	10,802 03	3,750 83	1,869 31	3,273 82	15,135 54	4,351 21	4,109 20	11,980 63
Expended for fuel and light	17 82	12 68	8 26	10 70	22 26	8 40	5 44	11 77
Average annual per capita expenditure for fuel and light	14,388 67	9,990 54	7,260 25	7,907 72	10,700 94	16,230 89	12,369 54	18,281 55
Expended for hospital and medical supplies	23 74	33 64	31 57	28 84	15 74	31 33	16 38	18 10
Average annual per capita expenditure for hospital and medical supplies	648 02	632 30	439 69	434 14	567 12	828 52	961 64	1,582 21
Expended for transportation and traveling expenses	1 07	2 13	1 91	1 42	5 53	1 60	1 27	1 57
Average annual per capita expenditure for transportation and traveling expenses	1,692 29	3,797 51	1,196 63	1,406 97	1,533 25	139 99	35 59	.....
Expended for shop, farm and garden supplies	2 80	12 79	5 20	4 60	2 26	27	05	.....
Average annual per capita expenditure for shop, farm and garden supplies	7,233 90	2,741 30	1,205 37	1,855 62	3,809 41	7,200 27	2,621 01	13,599 63
Expended for ordinary repairs	11 94	9 23	5 24	6 06	5 60	13 90	3 47	13 46
Average annual per capita expenditure for ordinary repairs	1,147 03	107 70	.....	228 38	.....	228 24	599 86	1,775 44
Expended for expenses of trustees or managers	1 90	38	.....	75	.....	228 44	79	1 76
Average annual per capita expenditure for expenses of trustees or managers	1,409 23	628 47	1,062 95	261 68	.....	95 79	1264 21	571 11
Expended for all other ordinary maintenance expenses	2 32	2 11	4 62	86	.....	95 19	35	56
Average annual per capita expenditure for all other ordinary maintenance expenses	4,735 36	3,249 44	5,212 38	1,828 60	2,987 68	3,230 47	2,215 86	4,794 85
	7 81	10 94	22 66	5 98	4 39	6 24	2 94	4 75

* Includes the value of home and farm products consumed. † Under private management, but supported by State appropriations. ‡ Includes expenses of superintendent and matron.

SHOWING THE CLASSIFIED ORDINARY MAINTENANCE EXPENDITURES OF THE STATE INSTITUTIONS FOR THE YEAR ENDING SEPTEMBER 30, 1909, WITH ITEMIZED PER CAPITA COST OF MAINTENANCE — (Concluded).

	Craig Colony for Epileptics, Bouyeer.	New York State Soldiers and Sailors Home, Bath.	New York State Woman's Reformatory, Oxford.	Thomas Indian School, In- dianapolis.	New York State School for the Blind, Batavia.	New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw.	New York State Hospital for the Treatment of Incurable Pulmonary Tu- berculosis, Kaybrook.	Totals and averages.
Average number of inmates.	1,273	1,853	186	140	102	46	166	8167
Total ordinary maintenance expenses (excluding remittance to State Treasury).....	\$219,891 51	\$275,500 72	\$39,173 99	\$31,109 22	\$43,897 39	\$18,232 17	\$376,648 04	\$1,574,771 21
Average annual cost of support.	172 73	148 71	195 53	222 64	432 27	296 35	461 74	192 82
Expended for salaries, wages and labor.	3 22	2 85	3 76	4 26	8 31	7 60	8 88	3 71
Average annual per capita expenditure for salaries, wages and labor.	87,105 30	92,755 78	16,460 34	15,702 74	26,824 17	8,495 31	19,184 03	687,140 99
Expended for provisions.	68 42	50 06	88 97	112 16	264 15	184 46	115 57	81 69
Average annual per capita expenditure for provisions.	60,921 82	101,821 52	8,793 83	4,767 63	7,426 18	3,947 79	37,140 60	420,503 60
Expended for household stores.	47 86	54 95	47 53	33 98	73 13	83 65	223 74	51 49
Average annual per capita expenditure for household stores.	6,970 02	5,393 91	805 16	994 59	548 22	227 43	1,623 29	46,203 35
Expended for clothing.	5 47	2 91	4 35	7 11	5 40	4 94	9 78	5 90
Average annual expenditure for clothing.	13,563 77	23,095 95	133 05	1,364 81	716 01	132 06	898 15	95,136 37
Expended for fuel and light.	10 66	12 46	7 72	9 89	7 05	2 87	5 41	11 65
Average annual per capita expenditure for fuel and light.	29,037 29	28,157 28	5,470 53	3,645 90	4,168 90	1,139 66	6,826 25	175,566 91
Expended for hospital and medical supplies.	22 81	15 20	29 57	26 04	40 95	24 77	41 12	21 50
Average annual per capita expenditure for hospital and medical supplies.	3,174 60	4,105 56	632 30	82 85	175 27	1,872 00	3,055 87	19,192 09
Expended for transportation and traveling expenses.	2 49	2 22	3 42	5 59	1 73	40 70	18 41	2 35
Average annual per capita expenditure for transportation and traveling expenses.	143 06	223 30	.....	15 74	108 13	.....	1,353 20	11,645 66
Expended for shop, farm and garden supplies.	11	12	.....	11	1 06	.....	8 15	1 42
Average annual per capita expenditure for shop, farm and garden supplies.	11,148 54	8,906 13	2,001 72	2,790 70	1,263 60	84 52	2,560 06	69,141 78
Expended for ordinary repairs.	8 76	4 85	10 82	19 94	12 74	19 84	15 42	8 47
Average annual per capita expenditure for ordinary repairs.	891 59	853 37	.....	190 73	.....	45 93	23 50	6,091 76
Expended for expenses of trustees or managers.	1,235 13	594 28	567 41	1 36	747 20	929 04	789 79	9,723 95
Average annual per capita expenditure for expenses of trustees or managers.	.....	.....	.....	276 69	.....	.....	.....	.....
Expended for all other ordinary maintenance expenses.	97	32	4 69	1 98	7 36	20 20	4 76	1 19
Average annual per capita expenditure for all other ordinary maintenance expenses.	5,700 39	9,563 64	1,009 68	1,296 95	1,809 71	1,468 43	3,163 21	53,415 75
	4 48	5 16	5 46	9 46	18 70	31 92	19 24	6 42

§ Exclusive of \$2,500 for deficiency in maintenance the previous year.

TABLE SHOWING THE NUMBER OF INMATES IN THE STATE INSTITUTIONS, SUBJECT TO THE VISITATION AND INSPECTION OF THE STATE BOARD OF CHARITIES, SEPTEMBER 30, 1909, ARRANGED WITH REFERENCE TO THE REPRESENTATION FROM THE SEVERAL COUNTIES OF THE STATE.

COUNTIES.	State Agricultural and Industrial School, Iaducy.	New York State Training School for Girls, Hudson.	Western House of Refuge for Women, Albion.	New York State Reformatory for Women, Bedford.	New York House of Refuge (of the Society for the Reformation of Juvenile Delinquents in the City of New York), Randall's Island.	Syracuse State Institution for Feeble-Minded Children, Syracuse.	State Custodial Asylum for Feeble-Minded Women, Newark.	Rome State Custodial Asylum, Roma.	Craig Colony for Repleydon, Ropley.	New York State Soldiers and Sailors' Home Bath.	New York State Women's Relief Corps Home, Oxford.	Thomas Indian School, Iroquois.	New York State School for the Blind, Batavia.	New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw.	New York State Hospital for the Treatment of Leprosy, Bay Pook.	Total.
Albany.....	47	5	.....	2	.....	14	21	30	13	96	.....	.....	.....	.....	.....	257
Allegany.....	4	.....	.....	.....	.....	8	8	46	16	32	.....	.....	.....	.....	.....	48
Broome.....	20	1	13	.....	.....	10	10	9	10	17	.....	.....	.....	.....	.....	113
Cattaraugus.....	6	4	4	.....	.....	3	9	9	8	17	.....	.....	.....	.....	.....	159
Cayuga.....	6	.....	4	.....	.....	4	10	8	12	23	.....	.....	.....	.....	.....	67
Chautauque.....	6	.....	2	.....	.....	5	7	14	10	14	.....	.....	.....	.....	.....	69
Chemung.....	6	1	2	.....	.....	13	16	6	15	36	.....	.....	.....	.....	.....	104
Chemung.....	3	2	2	.....	.....	3	7	6	2	13	.....	.....	.....	.....	.....	44
Clenago.....	6	5	4	.....	.....	13	10	11	5	2	.....	.....	.....	.....	.....	40
Columbia.....	10	6	.....	1	.....	13	10	9	8	17	.....	.....	.....	.....	.....	78
Cortland.....	1	5	6	.....	.....	2	3	2	6	4	.....	.....	.....	.....	.....	31
Delaware.....	3	1	.....	.....	.....	5	3	11	6	8	.....	.....	.....	.....	.....	45
Dutchess.....	6	8	.....	10	.....	55	65	68	76	173	.....	.....	.....	.....	.....	688
Essex.....	81	19	23	.....	.....	2	8	15	9	16	.....	.....	.....	.....	.....	33
Franklin.....	6	4	.....	.....	.....	4	1	7	8	.....	.....	.....	.....	.....	.....	45
Greene.....	7	2	.....	.....	.....	2	10	3	13	10	.....	.....	.....	.....	.....	50
Fulton.....	.....	4	.....	.....	.....	2	4	2	8	6	.....	.....	.....	.....	.....	35
Greene.....	.....	2	.....	.....	.....	.....	3	3	1	5	.....	.....	.....	.....	.....	18
Hamilton.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	5
Herkimer.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	60
Jefferson.....	16	17	13	.....	.....	17	10	19	.....	25	.....	.....	.....	.....	.....	134
Kings.....	31	2	.....	104	61	29	54	89	163	388	37	.....	.....	.....	.....	914
Lewis.....	4	.....	.....	.....	.....	2	3	3	8	.....	.....	.....	.....	.....	.....	28
Livingston.....	6	.....	.....	.....	.....	4	5	6	11	19	.....	.....	.....	.....	.....	59
Madison.....	8	1	.....	.....	.....	4	4	6	6	18	.....	.....	.....	.....	.....	51
Monroe.....	80	4	23	.....	.....	28	36	31	57	113	.....	.....	.....	.....	.....	407
Montgomery.....	9	6	.....	.....	.....	5	4	7	9	11	.....	.....	.....	.....	.....	58
Nassau.....	10	4	.....	.....	.....	.....	.....	6	5	6	.....	.....	.....	.....	.....	42
New York.....	.....	69	.....	97	497	92	201	286	406	376	31	.....	.....	.....	.....	2,158
Niagara.....	26	1	8	.....	.....	3	12	10	16	24	.....	.....	.....	.....	.....	119
Oneida.....	7	.....	4	.....	.....	27	12	24	17	36	13	.....	.....	.....	.....	158
Ontario.....	80	20	27	.....	.....	20	11	37	29	66	15	.....	.....	.....	.....	344
Ontario.....	5	2	1	.....	.....	8	13	7	12	11	2	.....	.....	.....	.....	66

TABLE SHOWING THE NUMBER OF INMATES IN THE STATE INSTITUTIONS, ETC.—(Concluded).

COUNTIES.	State Agricultural and Industrial School, Hudson.	New York State Training School for Girls, Hudson.	Western House of Refuge for Women, Albion.	New York State Reformatory for Women, Bedford.	New York House of Refuge (of the Society for the Reformation of Juvenile Delinquents in the City of New York), Randall's Island.	Syracuse State Institution for Feeble-Minded Children, Syracuse.	State Custodial Asylum for Feeble-Minded Women, Newark.	Home State Custodial Asylum, Rome.	Craig Colony for Epileptics, Sonoma.	New York State Soldiers and Sailors' Home, Bath.	New York State Woman's Relief Corps Home, Oxford.	Thomas Indian School, Iroquois.	New York State School for the Blind, Batavia.	New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw.	New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook.	Totals.
Orange.	642	2	10	6	7	15	14	19	10	23	2	..	6	..	1	118
Orleans.	..	..	..	..	..	..	4	3	5	12	..	..	..	..	..	27
Oswego.	8	2	4	..	4	6	0	3	5	22	1	..	1	..	1	56
Otsego.	..	3	..	..	..	14	13	7	16	..	..	..	..	..	..	13
Putnam.	2	..	..	..	..	4	1	4	9	..	..	..	..	..	..	19
Queens.	..	1	..	6	4	4	4	8	22	2	..	..	3	..	7	49
Rensselaer.	9	2	..	..	2	14	12	25	18	36	5	..	..	..	..	142
Richmond.	..	..	..	3	3	4	2	2	23	0	..	..	..	..	..	46
Rockland.	..	..	..	..	..	4	4	6	8	0	..	..	1	..	1	49
St. Lawrence.	10	4	5	..	..	4	2	19	10	14	1	..	2	..	..	88
Saratoga.	20	6	6	..	..	2	11	10	11	14	1	..	..	..	1	81
Schenectady.	11	10	4	..	3	5	6	9	9	14	1	..	2	..	..	71
Schoharie.	..	..	..	..	..	2	2	5	4	11	..	..	..	..	..	31
Schuyler.	2	..	..	..	..	1	2	5	3	21	1	..	4	1	..	42
Seneca.	2	2	1	1	..	12	9	12	23	53	6	..	2	..	..	131
Steuben.	6	..	3	9	14	6	5	6	8	7	..	..	..	..	..	66
Suffolk.	..	..	5	..	..	4	6	6	5	4	..	..	..	..	..	30
Sullivan.	..	..	3	3	1	6	9	6	4	13	1	..	2	..	..	49
Tioga.	5	2	3	..	..	7	9	5	2	14	1	..	..	..	..	32
Tompkins.	10	1	5	3	..	4	9	6	4	8	..	..	..	..	1	82
Ulster.	1	..	..	2	..	9	12	14	10	29	..	..	2	..	..	43
Warren.	7	..	10	..	..	3	5	8	4	..	..	..	1	..	..	29
Washington.	..	..	..	..	..	3	8	8	5	..	..	..	2	..	..	81
Wayne.	2	1	..	..	..	4	4	6	4	25	1	..	2	..	..	258
Westchester.	7	..	3	46	14	13	21	10	43	32	6	..	1	1	3	35
Windsor.	5	..	..	1	..	6	19	29	8	6	..	..	2	..	..	35
Wyoming.	1	..	1	..	..	6	8	7	4	6	1	..	1	..	..	64
Yates.	..	..	3	..	..	..	6	2	9	..	..	..	..	..	..	7
State at large.	..	..	..	..	..	..	..	7	..	64	..	..	..	..	..	64
Other states.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	7
Total.	642	*904	1214	1297	618	556	786	1,042	1,301	2,032	187	157	129	46	156	8,476

* Of these, 9 were infants. † Of these, 11 were infants. ‡ Of these, 21 were infants. § Under private management, but supported by State appropriations. ¶ Of these, 17 belong to the All-penny Reservation and 78 to the Cayuga Reservation. ** Tonawanda Reservation. †† St. Regis Reservation. ‡‡ Tuscarora Reservation. §§ Oneida Reservation. ¶¶ Onondaga Reservation. *** Chautauque Reservation.

**STATE AGRICULTURAL AND INDUSTRIAL SCHOOL,
INDUSTRY, MONROE COUNTY.**

Originally established in 1848 as The Western House of Refuge for Juvenile Delinquents.

This institution has at present capacity for 600 inmates. At the beginning of the fiscal year there were present 586 boys. During the year 500 boys were admitted, 441 boys were discharged and 3 boys died, leaving a population September 30, 1909, of 642 boys. The average number of inmates during the year was 606 and the average weekly cost of support, including the value of home and farm products consumed, \$6.22; excluding this value, \$4.91.

The receipts during the fiscal year were: From cash on hand at the beginning of the year, \$41,77; from special appropriations, \$106,626.42; from general appropriations, \$155,000; from other sources, \$1,330.27; making the total receipts for the year, \$262,998.46.

The ordinary expenditures were: For salaries of officers, \$14,024.71; for wages and labor, \$73,686.92; for provisions, \$21,126.14; for household stores, \$4,139.17; for clothing, \$10,802.03; for fuel and light, \$14,388.67; for hospital and medical supplies, \$648.02; for transportation and traveling expenses, \$1,692.29; for shop, farm and garden supplies, \$7,233.90; for ordinary repairs, \$1,147.03; for expenses of managers, \$1,409.23; for remittance to State Treasurer, \$1,330.27; for unclassified expenses, \$4,735.36; total, \$156,363.74.

The extraordinary expenses were \$106,626.42, of which \$92,823.89 was for buildings and improvements, \$2,083.85 for extraordinary repairs, and \$11,718.68 for all other extraordinary expenses, making the aggregate expenditures for the year, \$262,990.16, and leaving September 30, 1909, a cash balance of \$8.30.

Of the expenditures for maintenance during the year, 56.6 per cent. was for salaries, wages and labor, 13.6 per cent. for provisions, 2.7 per cent. for household stores, 6.9 per cent. for clothing, 9.3 per cent. for fuel and light, .4 of 1 per cent. for hospital and medical supplies, 1.1 per cent. for transportation and traveling expenses, 4.7 per cent. for shop, farm and garden supplies, .7 of 1 per cent. for ordinary repairs, .9 of 1 per cent. for expenses of managers, and 3.1 per cent. for all other ordinary expenses.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for the maintenance of and rewards to inmates, repairs and betterment of tools, equipment and furniture, and for necessary tools to conduct the trade schools and common schools and military system and photographing of inmates, \$170,000.

Chapter 433, Laws of 1909 (Supply Bill), appropriated for salary of custodian of the State Industrial School at Rochester, \$1,000; also reappropriated unexpended balances as follows: For furnishings, \$349.27; for under and over passes, \$5,000; for tool shed, \$3,000; for grist mill, \$3,488.12; for removal of plumbing fixtures, \$779.87; for trade school and laundry equipment, \$8,006.51; and for site and buildings, \$513.74.

Chapter 461, Laws of 1909 (Special Appropriation Bill), appropriated for fire extinguishers and other appliances for fire purposes on the hospital and the three cottages occupied by the smaller boys, \$3,000; for additional water supply for four cottages for boys, five cottages for officers, and contagious pavilion, \$7,000; for three additional cottages for boys, \$33,000; for machinery for grist mill, freight on same and installation, \$5,000; for equipment of cold storage and creamery building and slaughter house, \$6,000; for furnishings, \$6,000; and for repairs and equipment, including additional silos, \$2,000.

The maintenance appropriations amounted to \$171,000, the reappropriations to \$21,137.51, and the special appropriations to \$62,000, making the total available, \$254,137.51.

The enlargement of this institution has been continued during the past year by the erection of additional cottages and other buildings, and it is now rapidly approaching the capacity originally intended — 800 boys and their necessary attendants, and the question of further extension is important at this time. The managers now ask that the capacity be 1,000 inmates.

It is the opinion of this Board that the personal influence of the chief officers will be most effective if the ultimate maximum capacity does not exceed this latter number. With careful organization and efficient subordinates, the superintendent should be able to maintain personal supervision over the boys. Although they are in cottage groups and under the direct oversight of supervisors and matrons, it is desirable that the inspiration and personal

influence of the superintendent and his administrative associates be impressed upon each individual in the school.

The original tract of land purchased for the school has been subdivided into farms of fifty acres, each having a full equipment of tools and stock to carry on the work. To continue the allotment of fifty acres to each cottage group will require the purchase of additional land, if the maximum population is to be 1,000. Adjoining farms can now be purchased, and it will be economical to secure them at once that the further enlargement of the institution may proceed.

Two additional cottages for boys should be provided for by appropriation this year, and the furniture for the three cottages built under appropriations made by chapter 461, Laws of 1909, should be ready for installation as soon as the buildings are completed. In addition to these needs, it has been found that the appropriation for the grist mill and its equipment was insufficient, and \$1,500 more will be required to purchase additional machinery.

The enlargement of the institution renders it important to increase the water supply. The health of the inmates depends upon an abundant supply of water for all purposes, and an appropriation is needed for this purpose.

In connection with their work upon the farms, boys are taught the best methods of caring for stock, the preparation of winter food for cattle, fencing, tiling for underdraining and such other features of farm work as it is essential for competent farmers to know. Silos have been constructed on some of the farms, but it is desirable that ten more be provided for at the present session of the Legislature. The boys will do most of the work of construction and this will diminish the cost to the State, while the work is valuable training for the boys.

From year to year, trees have been planted and it is desirable that nursery stock be obtained to continue the setting out of orchards. In the lectures given at the institution, competent teachers give instruction in the methods of successful planting and teach the boys the kinds of trees to plant as well as the soils in which they will grow most successfully. The interests of the boys in tree planting and general agricultural work is stimulated by these lec-

tures, and at the annual farm fair held upon the school grounds, the competition for prizes was very great among the boys who represented the different farm groups. It is desirable that this interest be sustained and stimulated, and to that end a small fund for prizes and to secure lecturers will be beneficial.

When the institution was located in Rochester the large chapel had a good organ. This organ was removed to Industry and is now in the Protestant chapel, but no organ has been provided for the chapel assigned to the Catholic services, and an appropriation is, therefore, recommended to purchase another organ.

The original contract for the erection of cottages made provision for sixteen cottages and barns, but before completion of his work the contractor failed. Much of the work done was unsatisfactory, and, consequently, these first cottages are now in need of extensive repairs. An appropriation should be provided to cover repairs and equipment.

The work of the State Agricultural and Industrial School has demonstrated the possibility of reforming juvenile delinquents when the environment is satisfactory. In the school at Rochester with its prison walls and atmosphere the boys were always restless, and sullen, and many attempts at escape were made; at Industry such attempts are very infrequent, yet the boys live practically in the open, and there are no fences for their restraint. They have a large degree of liberty and are permitted to share in all the home work, thus developing a personal interest in the success of the farm. The boys learn that the institution is not a prison, but a school established for their benefit, and that their future welfare is dependent upon the faithfulness with which they obey the rules and perform their respective duties. Records show that over 75 per cent. of the boys committed to the school are thoroughly reformed by its methods of training, and most of them look upon their residence there as the turning point in their lives. The institution has been so successful that no equipment which will advance its work should be lacking, and the general policy of the State toward this and similar institutions should be liberal in character.

The State Board of Charities recommends for the State Agri-

cultural and Industrial School at Industry, the following appropriations or so much thereof as may be necessary:

For two additional cottages for boys.....	\$25,000
For additional water supply.....	3,000
For furnishing three new cottages.....	4,500
For additional machinery for grist mill.....	1,500
For tile for draining	2,000
For ten silos.....	2,000
For an organ for the Catholic chapel.....	2,000
For the purchase of nursery stock.....	1,000
For repairs and equipment	13,000
For the purchase of additional land.....	20,000
For the fund for lectures and for prizes for agricultural development	1,000
<hr/>	
Making the special appropriations recommended	\$75,000
For maintenance	175,000
<hr/>	
Total appropriations approved.....	\$250,000
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NEW YORK STATE TRAINING SCHOOL FOR GIRLS, HUDSON, COLUMBIA COUNTY.

Established 1904.

Originally established in 1881 as the House of Refuge for Women.

This institution has capacity for 331 inmates. The number of inmates October 1, 1908, was 295, and 164 were admitted during the year, making the total number under care 459. During the year 155 were discharged, leaving under care September 30, 1909, 304, of whom 9 were infants. The average number present during the year was 297, and the average weekly cost of support, including the value of home and farm products consumed, \$5.30; excluding this value, \$5.03.

The receipts during the fiscal year ending September 30, 1909, were: From cash balance of the previous year, \$281.61; from special appropriations, \$397.60; from deficiency appropriations, \$5,000; from unexpended appropriations of former years (special

fund), \$50,340.85; from general appropriations, \$73,700; from other sources, \$37.56; total, \$129,757.62.

The ordinary expenses for the year were: For salaries of officers, wages and labor, \$34,795.54; for provisions, \$15,898.62; for household stores, \$2,094.06; for clothing, \$3,750.83; for fuel and light, \$9,990.54; for hospital and medical supplies, \$632.30; for transportation and traveling expenses, \$3,797.51; for shop, farm and garden supplies, \$2,741.30; for ordinary repairs, \$107.70; for expenses of managers, \$628.47; for remittance to State Treasurer, \$45.96; for all other ordinary expenses, \$3,249.44; total, \$77,732.27.

The extraordinary expenditures were reported as \$50,738.45, of which \$46,536.33 was for buildings and improvements, \$228.29 for extraordinary repairs, and \$3,973.83 for all other extraordinary expenses, making the total expenditures for the year \$128,470.72, and the cash balance September 30, 1909, \$1,286.90.

Of the expenditures for maintenance during the year, 44.8 per cent. was for salaries, wages and labor, 20.5 per cent. for provisions, 2.7 per cent. for household stores, 4.8 per cent. for clothing, 12.9 per cent. for fuel and light, .8 of 1 per cent. for hospital and medical supplies, 4.9 per cent. for transportation and traveling expenses, 3.5 per cent. for shop, farm and garden supplies, .1 of 1 per cent. for ordinary repairs, .8 of 1 per cent. for expenses of managers, and 4.2 per cent. for all other ordinary expenses.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for the maintenance of the institution and for the transportation of those committed to it, \$83,000.

Chapter 433, Laws of 1909 (Supply Bill), appropriated from refund moneys, for maintenance, \$5,000; also reappropriated for furnishings, \$4,421.75; and for contact bed, \$1,000.

Chapter 461, Laws of 1909 (Special Appropriation Bill), appropriated for new boiler house, coal pockets and necessary appurtenances, \$62,000; for switch to coal pockets, including grading and material, \$6,350; for trunk conduit to connect boiler house with present conduit, \$5,500; for a cold storage room in the basement of the storehouse, \$600; for plumbing in third story of administration building, \$450; for repairs and equipment, including steel ceilings in gymnasium and in coachman's room in barn,

temporary fences during erection of new buildings, additional farm houses, wagons, sleighs and harness, \$3,000; and for adequate sewage disposal, \$1,200.

The maintenance appropriations amounted to \$88,000, the re-appropriations to \$5,421.75, and the special appropriations to \$79,100, making the total available, \$172,521.75.

The New York State Training School for Girls is the only State institution to which destitute, neglected and delinquent girls under the age of fifteen years from any part of the State can be committed for training.

When finally completed, the maximum capacity of the institution will provide accommodations for 500 girls. At the present time, the Training School has seven three-story brick cottages, each of which provides dining and sitting rooms, laundry, kitchen, bath and toilet accommodations, and separate sleeping rooms for an average of twenty-six pupils and three officers. Thus each cottage is practically independent and, as far as possible, reproduces to the girls committed the methods and spirit of a family home. Besides the seven cottages, there are fourteen other buildings, including a chapel, an administration building, storehouse, a prison, now used partly as a dormitory for low grade girls and partly for a hospital, a schoolhouse, a three-story cottage for mothers with their babies, a disciplinary building, ice houses and other minor structures.

The "Lowell" cottage, named for Mrs. Josephine Shaw Lowell, a former member of this Board, was opened on August 24, 1909, and makes the present capacity of the school 331 girls. The occupation of this cottage permitted the transfer of thirty-six of the lowest, or third grade, inmates from the old prison building to the more pleasant and homelike cottage. The beneficial effect of removal upon the girls was immediately apparent and emphasizes the necessity of the completion of additional cottages so that all girls may be removed from the old prison building to cottages where they will be under better discipline and live in a more pleasant atmosphere.

Experience has shown that the confinement of girls in the prison building arouses a rebellious spirit, and in the case of many, results in demoralization. The building is repellent within

and without; its barred windows, cells, damp and gloomy halls, are depressing; there are no suitable dining or recreation rooms, and the construction is such that it cannot be remodeled for residential purposes. As it occupies ground required for other purposes and is unsuitable in every way for permanent use, the prison building should be removed as soon as possible. This will require the erection of a new hospital with sufficient accommodations for the care of the sick, but when this building is ready for use, the old prison can be abandoned.

Besides the "Lowell," two other new cottages are now practically completed and, it is expected, will be occupied early in 1910. These will increase the capacity of the institution to 381. With the "Lowell" and the nursery building, they form three sides of the new quadrangle, to complete which two more cottages are required. During the year, the grounds around this group have been graded; walks and roads built; and a new conduit for steam, water and electric light lines constructed. This will provide for the new group of buildings except that a branch will be necessary for the two additional cottages. Among other improvements, a new power house, coal pockets and trunk conduits are in process of construction, so that when new cottages are provided, the power and steam for heating may be in readiness.

The general work of this school is determined by the age and character of the girls committed to it. As a rule, they have been either neglected, or had unhappy home conditions unfavorable to moral and useful lives. They represent many nationalities, and in the case of the foreign born, at least, the first true conceptions of American institutions are formed in the school. Their ages range from under twelve to eighteen years, but, whatever the age or cause of commitment, the officers endeavor, by a course of training and suitable discipline, to promote their mental and moral development. The greatest influence in forming the character of the girls is their association with the teachers and matrons. In the schoolroom, intellectual training and ethical teaching are joined, and in the domestic life of the cottages, the industrial work is supplemented by the instruction and example of the matrons, and the girls find in the training school an atmosphere which incites to high ideals of life. The methods adopted, the classification, daily routine, music and physical training, are

all intended to assist the girls to self control and a well ordered life.

The industrial department is intended to prepare girls for self support. The cooking school provides instruction in the preparation and service of foods, and the laundry school covers washing, ironing and other processes necessary in any well ordered home. In the sewing school, the girls follow a graded course which leads to dressmaking, cutting and fitting. Out-of-door employment has a place also in the routine of the institution. A garden matron supervises the girls when employed in gardening, and teaches them how to plant and cultivate vegetables and flowers. This open-air work is very beneficial.

The completion of this institution to its maximum capacity at an early date is urged, and this board recommends that the following appropriations, or so much thereof as may be needed, be made by the Legislature of 1910:

For two new cottages and outside connections.....	\$52,000
For porches for cottage No. 7.....	800
For the new hospital	30,000
For outside connections	9,100
For new boilers, power and lighting plant.....	30,000
For a cell-locking device.....	1,750
For educational material for school, and equipment and supplies for offices.....	3,000
For alteration to first floor of industrial building....	2,400
For changes in guard house.....	1,500
For additional appropriation for sewage disposal....	1,000
For the purchase of library books.....	200
For repairs and equipment.....	4,000
For trunk steam main and feeder cables in new con- duit	18,750
For central hot water heating system.....	5,000
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Making the appropriation for extraordinary ex- penses	\$159,500
For maintenance	98,000
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Total appropriations recommended.....	\$257,500

**WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION,
ORLEANS COUNTY.**

Established 1890.

This institution has capacity for 250 inmates. The number of inmates present October 1, 1908, was 232, and 88 were admitted during the year, making the total number under care 320. During the year 105 were discharged and 1 died, leaving 214 present September 30, 1909, of whom 11 were infants. The average number present during the year was 230, and the average weekly cost of support, including the value of home and farm products consumed, \$4.35; excluding this value, \$4.15.

The receipts for the fiscal year ending September 30, 1909, were: From cash balance of the previous year, \$199.41; from special appropriations, \$64,147.63; from general appropriations, \$50,003.55; from home products, \$2,394.19; from miscellaneous sales and other sources, \$14.04; total, \$116,758.82.

The ordinary expenditures during the year were: For salaries of officers, wages and labor, \$23,177.74; for provisions, \$9,492.97; for household stores, \$978.27; for clothing, \$1,899.31; for fuel and light, \$7,260.25; for hospital and medical supplies, \$439.69; for transportation and traveling expenses, \$1,196.63; for shop, farm and garden supplies, \$1,205.37; for expenses of managers, \$1,062.95; for remittance to State Treasurer, \$14.04; and for all other ordinary expenses, \$5,212.38, of which \$2,394.19 represents the value of home products; total, \$51,939.60.

The extraordinary expenditures for buildings, improvements and repairs were \$64,147.63; making the total expenditures, \$116,087.23. The balance at the close of the fiscal year was \$671.59.

Of the expenditures for maintenance during the year, 44.6 per cent. was for salaries, wages and labor, 18.3 per cent. for provisions, 1.9 per cent. for household stores, 3.7 per cent. for clothing, 14 per cent. for fuel and light, .8 of 1 per cent. for hospital and medical supplies, 2.3 per cent. for transportation and traveling expenses, 2.3 per cent. for shop, farm and garden supplies, 2.1 per cent. for expenses of managers, and 10 per cent. for all other ordinary expenses, including the value of home products, (\$2,394.19).

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for the maintenance of the institution and for the transportation of those committed to it, \$52,000.

Chapter 433, Laws of 1909 (Supply Bill), appropriated for deficiency in maintenance for the fiscal year ending September 30, 1909, \$5,000; and reappropriated an unexpended balance for cottage for inmates, \$578.04.

Chapter 461, Laws of 1909 (Special Appropriation Bill), appropriated for equipping new cottage, hospital and industrial building, \$4,500; for additional appropriation for sewage disposal, \$5,000; and for repairs and equipment, including fence repairs, and installing lavatories in cottages one, two, three and four, \$2,000.

The maintenance appropriations amounted to \$57,000, the reappropriation was \$578.04, and the special appropriations amounted to \$11,500, making the total available, \$69,078.04.

It is important that additional land be secured at once for this institution if possible. New buildings will be necessary for the reception of inmates but suitable sites are not available upon the land now owned. There is a tract adjoining the present occupied campus, and extending to the railroad which will afford good locations for all buildings necessary for an ultimate inmate capacity of 400. The possession of this land will enable the managers of the institution to give more opportunities for open-air work to the inmates than is possible at present. Industrial employment in the gardens is beneficial to the women and changes the ordinary daily routine from indoor instruction to alternating work in class rooms, domestic training and outdoor employment.

In connection with additional land, a larger measure of freedom can be given the inmates as soon as a satisfactory boundard fence is erected. The present high board fence has for some time been out of repair through decay, and it will be better to build a suitable iron fence than attempt its repair.

The institution also needs a good barn as there is not sufficient room for the stock and storage of the crops. The extension of the farm work and the increase of the garden acreage make the new barn more necessary than ever and with new land to be opened, this equipment should be made ready in advance.

The sewage disposal plant has never been satisfactory. During recent years a number of complaints have been made that the filter beds were a nuisance, and the effluent dangerous to the stock on adjacent farms. At the legislative sessions of 1908 and 1909, appropriations were made for the improvement of the plant, but before the filter beds can be operated to the best advantage, relocation is necessary, and for this an additional appropriation will be required. This improvement will prevent adjacent interests from interfering with the operations of the plant and enable the Board of Managers to comply with all the suggestions of the Health Department.

Besides the foregoing needs, provision should be made for the equipment of the new gymnasium which is now ready. Systematic training under the instruction of a competent teacher will facilitate the physical restoration of these women who enter the institution, as a rule, greatly debilitated from excesses. Suitable exercises will also correct abnormal conditions due to neglect and serve as a mental stimulant.

The maximum capacity of 400 for this institution will, in the opinion of this Board, supply the needs of the western part of the State for many years. It will provide an institution large enough for all public needs and at the same time make it possible for the administrative officers to maintain sympathetic relations with each of the women committed to the Western House of Refuge. Reformation results from moral influence; it is not due to fear of pains and penalties, and if real, indicates a change in character. The beneficial effects of the cottage plan are mainly due to the close relations established between administrative officers and the inmates. In a model reformatory, precept and example must work together to influence the minds of the women, and in time, induce resolutions to make their life conform to the standard. For this reason the maximum number of inmates taken into the institution should not exceed the number which can be individualized by the superintendent and other members of the training staff, who will thus have knowledge constantly of the progress each inmate makes toward reformation.

For this institution the State Board of Charities recommends the following appropriations:

For an iron fence.....	\$1,200
For the equipment of the gymnasium.....	500
Additional for sewage disposal plant.....	2,500
For a new barn.....	5,000
For repairs and equipment.....	2,500

Making the appropriations for extraordinary purposes	\$11,700
For maintenance	55,000
Total appropriations recommended.....	\$66,700

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD, WESTCHESTER COUNTY.

Established 1892.

This institution has capacity for 270 inmates. The number of inmates present October 1, 1908, was 312, and 175 were admitted during the year. One hundred and three were paroled, 32 were discharged by expiration of sentence, 20 were placed in positions, 4 died, 7 were transferred to other institutions and 24 were otherwise discharged, leaving 297 present September 30, 1909, of whom 21 were infants. The average number present during the year was 306, and the average weekly cost of support, including the value of home and farm products consumed, \$4.42; excluding this value, \$4.19.

The receipts for the fiscal year ending September 30, 1909, were: From cash balance of the previous year, \$1,519.72; from special appropriations, \$52,962.89; from general appropriations, \$63,800; from all other sources, \$810.66; total, \$119,093.27.

The ordinary expenditures during the year were: For salaries of officers, wages and labor, \$31,696.14; for provisions, \$16,457.22; for household stores, \$1,537.25; for clothing, \$3,273.82; for fuel and light, \$7,907.72; for hospital and medical supplies, \$434.14; for transportation and traveling expenses, \$1,406.97; for shop, farm and garden supplies, \$1,855.62; for ordinary repairs, \$228.38; for expenses of managers, \$261.65; for remittance to State Treasurer, \$60.66; and for all other ordinary expenses, \$1,828.60; total ordinary expenditures, \$66,948.17.

The expenditures for buildings and improvements were \$50,610.03; for extraordinary repairs, \$1,480.45; and for all other extraordinary expenses, \$872.41; making the total expenditures, \$119,911.06, and leaving a deficit of \$817.79 at the close of the year.

Of the expenditures for maintenance during the year 47.4 per cent. was for salaries, wages and labor, 24.6 per cent. for provisions, 2.3 per cent. for household stores, 4.9 per cent. for clothing, 11.8 per cent. for fuel and light, .6 of 1 per cent. for hospital and medical supplies, 2.1 per cent. for transportation and traveling expenses, 2.8 per cent. for shop, farm and garden supplies, .3 of 1 per cent. for ordinary repairs, .4 of 1 per cent. for expenses of managers, and 2.8 per cent. for all other ordinary expenses.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for the maintenance of the institution and for the transportation of those committed to it, \$70,000.

Chapter 433, Laws of 1909 (Supply Bill), appropriated for installing a sewage disposal plant, \$7,000; for installing piping for fire pressure purposes, \$2,500; and for installing an additional cesspool, \$200. Also reappropriated unexpended balances as follows: For industrial building, \$303.80; for material for steps, \$112.70; and for two cottages, \$1,355.14.

Chapter 461, Laws of 1909 (Special Appropriation Bill), appropriated for one cottage for inmates, \$30,000; for outside connections for same, \$3,000; for furnishings for cottage, \$1,200; for furnishings for industrial building, including gymnasium, \$2,500; for remodeling north end of administration building, \$1,500; for completing outside work and conduit for cottage number seven, \$2,500; for cement to build steam conduit to laundry — inmates to furnish labor, — \$250; for pump and tank wagon for cleaning solids from sewage vaults, \$500; for grading, top dressing and seeding new campus, \$2,000; and for repairs and equipment, \$1,500.

The maintenance appropriation was \$70,000, the reappropriations amounted to \$1,771.64, and the special appropriations to \$54,650, making the total available, \$126,421.64.

This institution has been remarkably successful in applying modern reformatory methods to women committed to it by the

courts of the city of New York. Many of these women belong to the more depraved class and if committed to workhouses, jails, or penitentiaries, there would be little hope of their reformation. Here the patient and sympathetic spirit of the officers and the course of instruction and employment convince the unfortunate delinquents that they are not beyond hope. Since the opening of the institution many women of this class who were outcasts prior to their commitment, have been returned to their friends thoroughly reformed and are now self-respecting and self-supporting. The board of managers and the administrative officers, together with the teachers, matrons and assistants hold high ideals of institution methods, and the results of their work show that it is possible, with suitable environment and the enforcement of proper discipline, to improve the condition of the unfortunate class of delinquent women who have yielded to the vices of the city.

They are taught that labor is essential to health, and it is interesting to report that they do much of the outside work upon the farm and grounds; they lay cement walks, build conduits, cultivate the land in gardens and farm; they grade and clean up the grounds, and in fact do all kinds of common labor. They do not regard this as a hardship, but compete for the opportunity to work out of doors, and take much interest and pleasure in this outside labor. The interior decoration, painting and similar work have been done by the women, and in the industrial classes, much material was prepared for general use during the past year. The institution combines its industrial training with a firm discipline, through which the inmates realize the benefit of habits of order and obedience. Besides giving this attention to industrial work, all the women attend the daily classes in the schoolrooms, except when detailed to outside employment. The work in the classrooms is supplemented by moral instruction, and thus conduces directly to the formation of good habits.

Besides other improvements, the institution needs an adequate hospital building. Some years ago a small hospital was erected upon the edge of the campus where it is impossible to extend it. The building was never large enough for the needs of inmates. This small building can be used for other necessary purposes, but

it is essential that a larger hospital be provided without delay and located upon the higher ground where all recent extensions of the institution have been made.

The coal pockets at the power plant now require enlargement; the capacity originally contemplated a much smaller institution, but as the power and light plant has been added to, additions to the coal pockets are necessary and a new boiler must be added to the present battery.

The laundry is now much too small. When there were 150 inmates the equipment was adequate, although the arrangement in the laundry was not then satisfactory. At the present time there are over 300 inmates in the reformatory and the ultimate capacity has been established at 500. With the additions proposed, and a new boiler which is needed, the laundry should be sufficient for the maximum capacity.

Cottage No. 8 will be ready for its furniture in the early part of 1910, and an appropriation should be made for the purchase of the necessary equipment. In addition to these needs, a new conduit must be constructed, and repairs and equipment be provided for.

This Board recommends for the New York State Reformatory for Women at Bedford the following appropriations or so much thereof as may be necessary:

For a hospital building.....	\$33,000
For steam conduits, piping and outside connections..	13,000
For coal pockets.....	6,600
For a new boiler and additions to the laundry	2,500
For cement walks on the new campus.....	500
For furnishings for new cottage No. 8.....	1,200
For repairs and equipment.....	1,500
For a new boiler in the general boiler house.....	3,000
For a new conduit	3,400
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Making the special appropriations recommended	\$64,700
For maintenance	76,000
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Total appropriations approved	\$140,700
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**SOCIETY FOR THE REFORMATION OF JUVENILE
DELINQUENTS IN THE CITY OF NEW YORK,
USUALLY KNOWN AS "THE HOUSE OF
REFUGE," RANDALL'S ISLAND,
NEW YORK CITY.**

Established 1824.

This institution has capacity for 850 inmates. The number of boys present October 1, 1908, was 717, and 476 were admitted during the year, making the total number under care 1,193. During the year 575 were discharged, leaving the number present September 30, 1909, 618. The average number during the year was 680, and the average weekly cost of support, including the value of home and farm products consumed, \$4.86; excluding this value, \$4.34.

The receipts during the year ending September 30, 1909, were: From cash balance of the previous year, \$1,988; from special appropriations, \$6,896.83; from deficiency appropriations, \$4,000; from general appropriations, \$140,000; from all other sources, including \$7,987.50 from the board of education, New York City, \$8,188.75; total, \$161,073.58.

The ordinary expenditures for the year were: For salaries of officers, wages and labor, \$73,989.49; for provisions, \$41,699.09; for household stores, \$3,254.95; for clothing, \$15,135.54; for fuel and light, \$10,700.94; for hospital and medical supplies, \$567.12; for transportation and traveling expenses of officers and inmates, \$1,533.25; for shop, farm and garden supplies, \$3,809.41; for remittance to State Treasurer, \$201.25; for all other ordinary expenses, \$2,987.68; total ordinary expenditures, \$153,878.72.

The extraordinary expenditures were \$6,349.75 for extraordinary repairs, making the aggregate expenditures for the year \$160,228.47, and the cash balance at the close of the year \$845.11.

Of the expenditures for maintenance during the year, 48.2 per cent. was for salaries, wages and labor, 27.1 per cent. for provisions, 2.1 per cent. for household stores, 9.9 per cent. for clothing, 6.9 per cent. for fuel and light, .4 of 1 per cent. for hospital and medical supplies, 1 per cent. for transportation and traveling ex-

penses, 2.5 per cent. for shop, farm and garden supplies, and 1.9 per cent. for all other ordinary expenses.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for maintenance of and rewards to inmates and repairs and betterments of tools and equipment and furniture, and for necessary tools to properly conduct the trade school and common schools and military system, and photographing of inmates, \$156,000.

Chapter 433, Laws of 1909 (Supply Bill), appropriated from refund moneys, for maintenance, \$10,000.

Chapter 461, Laws of 1900 (Special Appropriation Bill), appropriated for repairs and equipment, \$10,000.

The maintenance appropriation amounted to \$166,000, and the special appropriation was \$10,000, making the total available, \$176,000.

The House of Refuge of the Society for the Reformation of Juvenile Delinquents of the City of New York, on Randall's Island, remains in the same condition substantially as at the time of the last annual report of this board. No extensions have been made to the buildings nor have there been changes in the methods of training or discipline.

The New York State Training School for Boys, located on Yorktown Heights, Westchester county, will, when opened, provide for the delinquent boys of the city of New York, and at the new institution conditions will be more satisfactory and the possibility of reformation more certain. The results accomplished at the State Agricultural and Industrial School at Industry, near Rochester, are an indication of what may reasonably be expected of the New York State Training School for Boys, and for this reason the development of the new institution should be as rapid as possible. Each month's delay in opening the new State Training School means the loss of opportunity by boys who must, under present circumstances, be committed to the House of Refuge on Randall's Island.

This Board anticipates an early opening of the New York State Training School for Boys, and the Legislature should provide for only such repairs in the buildings on Randall's Island as are absolutely necessary, and the same policy should continue as long as the Refuge must be maintained. Money invested in permanent

improvements will be of little service to the State and therefore the New York State Training School for Boys should hereafter have the full benefit of generous appropriations for permanent buildings and equipment.

For this institution the State Board of Charities recommends that \$10,000 be appropriated for repairs and equipment, and \$150,000 for maintenance, making the total appropriation approved, \$160,000.

NEW YORK STATE TRAINING SCHOOL FOR BOYS, YORKTOWN HEIGHTS, WESTCHESTER CO.

Established 1904.

No progress was made toward the opening of this important institution during the year owing to the fact that no appropriations were available. The Commission in charge of the site made a full report to the Legislature of 1909 as required by law and presented in detail the general plans for the erection of buildings, the necessary equipment and the method proposed for the reception of delinquent boys. This report was published in the Board's last annual report as an appended paper.

The general plans for training delinquents recommended by the Commission have received the unanimous approval of men and women in the United States and foreign lands interested in reformatory work and best qualified to pass upon the subject. This unanimity of opinion reflects credit upon the Commission, and shows the wisdom of the recommendations made heretofore by the Board that training schools should be established for juvenile delinquents, and that the methods in such institutions should represent the new humane and scientific views which regard delinquency as the result of environment and ignorance.

The State Agricultural and Industrial School at Industry, in Monroe county, has been developed in accordance with these views and upon the general plans proposed for the new institution. The success of the cottage system and the new methods of training at Industry fortified the opinion of this Board that there will be equal success at the New York State Training School for Boys. It is proposed to place each cottage in charge of a supervisor and a matron who, with the group of boys assigned to them, will con-

stitute a family. A large measure of liberty will be allowed the boys and their interest will be quickened by this and the realization that they are not in a prison but in a training school and home. In every way it is proposed to make their environment uplifting, and the natural desire to do things from which valuable results are apparent will be encouraged; their life will thus become wholesome and their minds will develop under the stimulus of a constantly brightening future.

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be necessary:

For the erection, alteration, repair or improvement of buildings and plant, \$636,000, or so much thereof as may be necessary; of the foregoing amount \$100,000 should be made immediately available, \$36,000 of which or so much thereof as necessary to be for the construction and improvement, under the supervision of the State Highway Commission, of a road through the site of the New York State Training School for Boys, and therefrom to the State highway from Peekskill to Yorktown Heights — and the sum of \$30,000, or so much thereof as may be needed, to be for the construction of a spur track to connect the institution with the New York Central Railroad near Yorktown Heights.

The remainder of the appropriation recommended at this time may be divided into two parts, one of which, \$236,000, to be available October 1, 1910, and the other, \$300,000, to be available October 1, 1911.

SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN, SYRACUSE, ONONDAGA COUNTY.

Established 1851.

The institution has capacity for 548 inmates. The number of inmates October 1, 1908, was 555, and 80 were admitted during the year, making the total number under care, 635. During the year, 78 were discharged and 1 died, leaving 556 on the rolls of the institution September 30, 1909. The average number present during the year was 518, and the average weekly cost of support,

including the value of home and farm products consumed, \$4.34; excluding this value, \$3.85.

The receipts for the year ending September 30, 1909, were: From cash balance at the close of the previous year, \$314.09; from special appropriations, \$5,522.34; from deficiency appropriations, \$5,000; from general appropriations, \$98,300.63; from the sale of farm and garden produce, \$816.10; from counties, towns and cities, \$9,515.66; from individuals for the support of inmates, \$2,009.29; from sources not classified, \$142.60; total, \$121,620.71.

The ordinary expenditures for the year were: For salaries of officers, \$7,246.43; for wages and labor, \$36,194.34; for provisions, \$24,243.14; for household stores, \$3,609.26; for clothing, \$4,351.21; for fuel and light, \$16,230.89; for hospital and medical supplies, \$828.52; for transportation and traveling expenses, \$139.99; for shop, farm and garden supplies, \$7,200.27; for ordinary repairs, \$228.24; for expenses of managers, \$95.79; for remittance to State Treasurer, \$12,483.65; for all other ordinary expenses, \$3,230.47; total, \$116,082.20.

There was also expended for extraordinary repairs and other extraordinary expenses, \$5,522.34; making the total expenditures for the year, \$121,604.54. There was no indebtedness and the assets were: Balance in cash, \$16.17; due from counties, towns and cities, \$1,150.52; due from individuals, \$100.13; a total of \$1,266.82.

Of the expenditures for maintenance during the year, 41.9 per cent. was for salaries, wages and labor, 23.4 per cent. for provisions, 3.5 per cent. for household stores, 4.2 per cent. for clothing, 15.7 per cent. for fuel and light, .8 of 1 per cent. for hospital and medical supplies, .1 of 1 per cent. for transportation and traveling expenses, 7 per cent. for shop, farm and garden supplies, .9 of 1 per cent. for ordinary repairs, and 3.2 per cent. for all other expenses, including a small outlay for expenses of managers.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for maintenance, \$90,000.

Chapter 433, Laws of 1909 (Supply Bill), appropriated from refund moneys, for maintenance, \$14,000; and for deficiency in

maintenance for the fiscal year ending September 30, 1909, \$5,000.

Chapter 461, Laws of 1909 (Special Appropriation Bill), appropriated for new school desks, typewriters, new beds and other furniture, \$2,000; and for repairs and equipment, \$3,000.

The maintenance appropriations amounted to \$109,000, and the special appropriations to \$5,000, making the total available, \$114,000.

Of the appropriations shown above, \$600.95 was for developing, extending and maintaining industries; the remaining portion was expended in amounts as follows: For new floors, \$459.15; for new steel ceiling, \$143.40; for a new heating boiler at Fairmount cottage, \$231.27; for exterior painting to the main building and north wing, \$700; for a new cement floor in the new stable and an aerator room in connection therewith at the Fairmount farm, \$1,028.67; for reconstruction of fire alarm system throughout the building, \$247.83; for new plumbing improvements in the boys' building and in the Superintendent's residence, \$1,130.70; for a new refrigerator in the girls' building and one also at the hospital, \$289.05; for a new range at the Superintendent's residence, \$80, and for general miscellaneous repairs and equipment, \$459.52.

This institution has for many years been practically completed for its maximum population of 550, although it requires occasional changes in equipment and the annual repairs which are necessary to keep it in good condition.

The general program for the care of the feeble-minded wards of the State should provide for an early reclassification of the pupils of the Syracuse State School for Feeble-Minded Children by the removal of the boys and the conversion of this institution into a school for feeble-minded girls. The grounds are too limited to afford ample separated playgrounds for both sexes and the boys should be taken to the Rome State Custodial Asylum as soon as suitable school buildings have been erected for their accommodation. When this is done, the board of managers at Syracuse can assign the dormitories now occupied by boys to young girls of the feeble-minded class who cannot at present be received into the school because there is no room. The separation of the sexes will

work to the advantage of both, for as this institution is located in a city with its many temptations to boys, removal to the Rome Asylum will conduce to their safety and promote the welfare of the girls. The plan recommended also contemplates the removal of the men now on the Fairmount farm to the Rome State Custodial Asylum and the transfer of all the older girls and women to the State Custodial Asylum at Newark, as soon as buildings are ready for their reception at that institution.

The appropriations made by the Legislature in recent years have been principally for repairs, especially for the plumbing which had defects. Appropriations are now requested to protect the institution lands from intrusion and to complete the fence. Some people regard the institution gardens and farms as open property from which they are entitled to take such fruits and vegetables as they may desire, and each year serious loss has been sustained from the depredations of such persons and therefore a strong fence should be provided, especially on the north and the west sides of the grounds, to protect the gardens and to keep children from wandering away.

Other general repairs are needed for this institution and the fire department of the city of Syracuse has recently pronounced the present electric wiring of the building defective, dangerous and not in accordance with the requirements of the city; for this reason and because it imperils the children and property, provision should be made to remedy the defects immediately.

The State Board of Charities recommends the following appropriations, or so much thereof as may be necessary:

For an iron boundary fence.....	\$2,000
For repairs and equipment, including reservoir.....	6,000
For electric wiring.....	13,000
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Making the appropriation for extraordinary expenses	\$21,000
For maintenance	95,000
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Total appropriation approved.....	\$116,000
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**STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED
WOMEN, NEWARK, WAYNE COUNTY.**

Established 1878.

This asylum has capacity for 788 inmates. The number of inmates October 1, 1908, was 692, and 125 were admitted during the year, making the total number under care 817. During the year 11 were discharged and 11 died, leaving the number present September 30, 1909, 795. The average number of inmates was 755, and the average weekly cost of support, including the value of home and farm products consumed, \$2.52; excluding this value, \$2.35.

The receipts during the year ending September 30, 1909, were: From cash balance at the close of the previous year, \$1,252.39; from special appropriations, \$33,419.08; from general appropriations, \$92,000; from all other sources, \$88.07; total, \$126,759.54.

The ordinary expenditures for the year were: For salaries of officers and employees, \$37,964.62; for provisions, \$27,479.44; for household stores, \$3,742.62; for clothing, \$4,109.20; for fuel and light, \$12,369.54; for hospital and medical supplies, \$961.64; for transportation of inmates, \$35.59; for shop, farm and garden supplies, \$2,621.01; for ordinary repairs, \$599.86; for expenses of managers and officers, \$264.21; for remittance to State Treasurer, \$88.07; for all other ordinary expenses, \$2,215.86; total ordinary expenditures, \$92,451.30.

The extraordinary expenditures were \$33,419.08; of which \$15,669.74 was for buildings and improvements, \$11,869.16 for extraordinary repairs, and \$5,880.18 for all other extraordinary expenses; making the total expenditures for the year, \$125,870.38, and leaving as balance in cash at the close of the fiscal year, \$889.16.

Of the expenditures for maintenance during the year, 41.1 per cent. was for salaries, wages and labor, 29.7 per cent. for provisions, 4.1 per cent. for household stores, 4.5 per cent. for clothing, 13.4 per cent. for fuel and light, 1 per cent. for hospital and medical supplies, 2.8 per cent. for shop, farm and garden supplies, .6 of 1 per cent. for ordinary repairs, .3 of 1 per cent. for expenses of managers and officers, and 2.5 per cent. for all other

ordinary expenses, including a small outlay for transportation of inmates.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for maintenance and for other necessary expenses, \$90,000.

Chapter 433, Laws of 1909 (Supply Bill), reappropriated unexpended balances as follows: For repairs to boilers, \$12.59; for finishing attic of cottage D, \$1,200; for repairs, \$274.87; and for sewage disposal plant, \$131.77.

Chapter 461, Laws of 1909 (Special Appropriation Bill), appropriated for grading and seeding grounds, repairing roads and constructing new roadway gutters, \$1,000; for additional appropriation for finishing attic D, \$1,800; for new electric pump, \$1,000; for repairs to, and increasing the capacity of, the sewage disposal plant, \$3,200; for repairs and equipment, \$3,500; and for fire escapes, \$600.

The maintenance appropriation was \$90,000, the reappropriations amounted to \$1,619.23, and the special appropriations to \$11,100, making the total available, \$102,719.23.

Since the last annual report of this Board was presented to the Legislature the administration of the Newark State Custodial Asylum has been reorganized. The membership of a majority of the board of managers has changed, a medical superintendent has been appointed and is now in charge, and rules and regulations have been adopted which will tend to strengthen the administration and make it more efficient than heretofore.

The great importance of this institution is due to the fact that it affords protection to feeble-minded women, and at the same time by their segregation protects society from an increase of the mentally defective, which occurred when the women committed to this asylum were left in their homes or were sent to the ordinary almshouses. The policy of the State is humane in the highest degree, and at the same time serves to control the growth of the pauper and criminal classes, and is, therefore, both practical and economical. If all the feeble-minded could be placed under custodial care the number of dependents upon public care would diminish rapidly. It is from the progeny of the mentally defective that the great army of dependents and criminals is constantly recruited; hence the State, for its own welfare, must not

only enlarge the institutions of custodial character, but also in the near future add to the number now established. If the population increases as rapidly in the next decade as in that just ended, it is safe to assume there will be approximately the same relative increase in the feeble-minded, and as up to this time the State institutions have not been able to provide for the applications made in behalf of this unfortunate class of dependents, it will probably be necessary to establish one more new institution of the same character as this custodial asylum.

At present it may be said the most urgent need of this class of dependents is the enlargement of this asylum to its ultimate capacity. The successful carrying out of the State's policy is dependent upon the completion of this institution, and the removal of the feeble-minded women to it from the asylum at Rome. It will be impossible to accomplish the latter if room is not provided at Newark; this plan has received the approval of the managers of all the State charitable institutions of the custodial type, and has been advocated for years by the State Board of Charities.

To provide for the reception of three hundred and sixty inmates, new cottage dormitories are needed; an industrial building suitable for the indoor employment of the competent is required, and besides this, the laundry should be altered and enlarged, and the power plant increased in size and efficiency.

The hospital is too small for the present population, and one room is in frequent use as a morgue. The hospital should be enlarged and repaired, and a small mortuary be provided.

Additional land is needed for garden purposes and the outdoor employment of some of the inmates, for whose protection when out of doors, the whole property should be suitably fenced. Emphasis is placed upon the larger degree of liberty which these women should enjoy but which is impossible under the present conditions of open grounds. The physical health is usually under the normal in the case of the feeble-minded, and the weakening of the vital forces follows rapidly from prolonged indoor life. Moreover, such persons are more difficult to manage than when much in the open air. Even the normal can not long sustain effort without a good physical basis and these subnormal women who are at a disadvantage in so many other ways, are doubly

handicapped if they can not have full opportunities for open air exercise.

A serious problem at this institution is the disposal of the sewage; heretofore this has gone into the canal but as the canal is empty in winter, the sewage is a public nuisance and the authorities will not permit the continuance of this method even were it not open to other and equally serious objections. In some way, the sewage must be disposed of, and the State must provide the means, either by an adequate independent system or by an arrangement with the village of Newark which is facing a similar problem.

The State Board of Charities recommends for the State Custodial Asylum for Feeble-Minded Women the following appropriations, or so much thereof as may be necessary:

For additional cottages to accommodate 360 inmates.	\$180,000
For Industrial building	25,000
For additional land	10,000
For boundary fence	7,500
For additions and alterations to laundry building....	20,000
For enlarging hospital and building mortuary.....	10,000
For repairs to Wilder house.....	1,500
For grading and seeding.....	1,000
For new pump house and cistern.....	1,200
For two 150-h. p. steam boilers and breeching.....	7,000
For addition to boiler house.....	9,500
For repairs to present boilers.....	1,500
For new floors and steam conduit in coal pocket....	675
For repairs and equipment.....	6,000
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Making total for extraordinary purposes.....	\$280,875
For maintenance	100,000
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Total appropriations recommended.....	\$380,875
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**ROME STATE CUSTODIAL ASYLUM,
ROME, ONEIDA COUNTY.**

Established 1893.

The asylum has at present capacity for 1,000 inmates. The number of inmates October 1, 1908, was 1,003, and 138 were admitted during the year, making the total number under care 1,141. Of these, 62 died and 37 were discharged, leaving 1,042 present September 30, 1909, of whom 770 were males and 272 females. The average number during the year was 1,010, and the average weekly cost of support, including the value of home and farm products consumed, \$3.50; excluding this value, but including fire loss, \$3.27.

The receipts during the year were: From cash on hand at the beginning of the year, \$34.03; from special appropriations, \$27,562.54; from deficiency appropriations, \$10,000; from appropriations for fire loss, \$12,000; from general appropriations, \$150,000; from all other sources, \$540.28; total, \$200,136.85.

The ordinary expenditures were: For salaries of officers and employees, \$67,847.39; for provisions, \$39,397.55; for household stores, \$12,285.51; for clothing, \$11,890.63; for fuel and light, \$18,281.55; for hospital and medical supplies, \$1,582.21; for shop, farm and garden supplies, \$13,599.63; for ordinary repairs, \$1,775.44; for expense of managers, \$571.11; for remittance to State Treasurer, \$540.28; for all other ordinary expenses, \$4,794.95; total, \$172,566.25.

The total extraordinary expenditures were \$27,562.54; for buildings and improvements, \$24,147.78; for extraordinary repairs, \$971.09; and for all other extraordinary expenses, \$2,443.67; making the aggregate expenditures for the year, \$200,128.79, and the cash on hand September 30, 1909, \$8.06.

Of the expenditures for maintenance, 39.4 per cent. was for salaries, wages and labor, 22.9 per cent. for provisions, 7.1 per cent. for household stores, 6.9 per cent. for clothing, 10.6 per cent. for fuel and light, .9 of 1 per cent. for hospital and medical supplies, 8 per cent. for shop, farm and garden supplies, 1 per cent. for ordinary repairs, .3 of 1 per cent. for expenses of managers, and 2.9 per cent. for all other ordinary expenses.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for maintenance, \$168,000.

Chapter 433, Laws of 1909 (Supply Bill), appropriated from refund moneys; for maintenance, \$10,000; and to reimburse the maintenance fund for money expended to replace household and other supplies destroyed by fire in building B, \$12,000; also re-appropriated unexpended balances as follows: For reconstructing north end building, \$4,500; for granolithic floors, \$232.85; for furnishing employees' building, \$135.64; and for water supply system, \$1,000.

Chapter 461, Laws of 1909 (Special Appropriation Bill), appropriated for boilers and connections or for forced draft appliances, \$4,000; for additional sewage disposal, \$6,000; for grading and planting lawns, \$500; and for repairs and equipment, to include new piping and appliances in boiler house, and slate roofs, \$10,000.

Chapter 151, Laws of 1909 (Special Act), appropriated for a building for the institution staff, and for the construction of ward buildings to replace building B destroyed by fire, such ward buildings to include dormitories with accommodations for two hundred and fifty inmates, one wing of which shall be utilized for hospital purposes, \$165,000.

The maintenance appropriations amounted to \$190,000, the re-appropriations to \$5,868.49, and the special appropriations to \$185,500, making the total available, \$381,368.49.

Many feeble-minded children who at present are attending the public schools of the State are out of place because they can neither make progress nor receive the close attention needed. The teachers in such schools complain that their class work is unsuitable for "backward" and "feeble-minded" children, and they agree in the opinion that such children should be placed in institutions which can give them a different training from that received in common school classes. The mental condition of such pupils is indicated by listlessness, lack of attention, inability to make progress, the ease with which they are led into mischief or wrongdoing by brighter companions, and by their attitude toward moral questions. Almost all children over seven years of age who are finally committed to the Syracuse State School for Feeble-

Minded Children have first had an experience in the public schools.

Both sexes are now received in the State institution at Syracuse, but the boys should be sent elsewhere. The plan approved by this Board and by all the boards of managers of institutions for the feeble-minded at conferences heretofore, is the establishment upon the grounds of the Rome Custodial Asylum of a new school devoted to the education and training of feeble-minded boys. Much of the difficulty in the administration of the Syracuse institution is due to the fact that boys and girls meet and are trained in the same classes, and that the playgrounds are used practically in common by the younger children. The limited area at that institution makes it impossible to provide a complete separation of the sexes, and, therefore, provision should be made as soon as possible for the removal of the boys to the Rome Asylum which has ample land for school buildings and would afford the boys outdoor advantages impossible at Syracuse.

The custodial policy is enforced for the protection of the State and for the maintenance of its feeble-minded dependents under proper conditions. The public welfare requires the separation of the sexes and this separation must be complete else it will not prevent the increase of the defective class. The inauguration of the proposed school for feeble-minded boys at this institution would open the dormitories at Syracuse now used for boys for the reception of many feeble-minded girls who are in family homes awaiting an opportunity for admission. The first step in the program therefore is the erection of school buildings and additional dormitories at the Rome Asylum, for the boys at the Syracuse school can not be admitted to this institution until preparations are made for their maintenance. These buildings could form a special group which, in several respects, would be separate from the main asylum.

The Board of Managers has decided that it will be wise to limit the capacity of this institution to 1,500 inmates, including in this number 500 feeble-minded boys of a teachable age. The State must then consider the growth of population when making provision for this asylum, and as the maximum capacity of 1,500 will

be required, perhaps within less than five years, it will be well to make the necessary appropriations as rapidly as they can be utilized to the best advantage and to so distribute them that the institution can be completed within a comparatively short time.

The fire which destroyed one of the buildings in 1908 emphasized the need of fireproof construction. The fire spread with such rapidity that it was difficult to save the inmates. The floors and stairways in buildings D and E are not safe and should be made fireproof; this will lessen the danger to inmates should another fire occur, as the stairways would then be available for escape.

Among other needs, building B requires alterations and repairs, and the laundry building is too small for the present population. It should be enlarged sufficiently to provide room for sufficient equipment to do the laundering for the maximum number to be in the asylum.

The power house is in need of repair and alteration to accommodate additional equipment; the delivery and installation of a new boiler purchased for the institution has been prevented by the condition of the highway between the city of Rome and the asylum. Contractors engaged in the construction of the highway have closed the road until their work is completed and in the meantime the boiler is held in Rome until such time as it is deemed safe to attempt delivery.

The small farm colonies which have been established in connection with this asylum have been successful, and the economic results satisfactory. Additional land should be purchased upon which other colonies of able-bodied men may be placed. The line of buildings approaches neighboring land too closely and the land should be secured.

The State Board of Charities recommends for the Rome State Custodial Asylum the following appropriations, or so much thereof as may be necessary:

For separating storm water drainage from excretal sewage system	\$5,000
For alterations to steam system	7,500
For furnishing new buildings	10,000
For addition to laundry and equipment	9,500

For additional land	\$10,000
For repairs and equipment	3,000
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Making appropriation for extraordinary purposes	\$45,000
For maintenance	180,000
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Total appropriations approved	\$225,000
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LETCHWORTH VILLAGE, THIELLS, N. Y.

Established 1907.

Letchworth Village, the new institution in Rockland county, established for the care and treatment of epileptics and feeble-minded dependents, has passed into the control of a board of managers, appointed by the Governor in accordance with the provisions of chapter 446, Laws of 1909.

The Commission appointed to select the site for this new State charitable institution completed its labors and adjourned *sine die* on September 11, 1909. In two years the Commission not only made the investigations required by the act under which it was appointed, presented a report enlarging the scope of the new institution, selected a site, and obtained an appropriation for its purchase, but also in its second report, that to the Legislature of 1909, presented a carefully prepared plan of development for the institution, and recommended that it be renamed in honor of William Pryor Letchworth of Portage, for many years a commissioner, and from 1877 to 1889 the president of this Board. Title to the site which included thirty-three farms was acquired by the Commission without condemnation proceedings, and the total expenses of the Commission including surveys and title insurance, but exclusive of the cost of the land, were \$9,118.39.

The State is fortunate in having secured the services of Frank A. Vanderlip, formerly Assistant Secretary of the Treasury, and now president of the National City Bank of New York city, as President of the Board of Managers of Letchworth Village. The Secretary is Franklin B. Kirkbride, who was an active member of the Commission which selected the site, and who wrote the two very able reports presented by the Commission to the Legislature.

In co-operation with their colleagues, they can be depended upon to develop the new institution on thoroughly modern and business-like lines; moreover, the careful study given by the Commission and the Board of Managers to the administrative methods of other institutions for the care of the defective classes, gives assurance that Letchworth Village will fitly represent the enlightened and humane policy of the State.

The pressing need for this institution steadily increases, and its early construction is urgently recommended. By providing for the epileptic and feeble-minded from the southeastern part of the State, which supplies more than half of the total number in the State, Letchworth Village will lessen the great pressure on the existing institutions at Syracuse, Newark, Rome and Craig Colony and thus afford much needed and immediate relief to the central, northern and western counties of the State.

The work of development will require large appropriations, but in the opinion of this Board it will be better and more economical for the Legislature to provide for the completion of the institution by sufficient grants than to prolong the construction work through many years. The comprehensive plans of the managers and State Architect require appropriations this year for buildings and general equipment, and if the managers succeed in opening the institution to 150 inmates at the beginning of the next fiscal year, an appropriation will also be needed for maintenance. The State Board of Charities recommends for Letchworth Village the following appropriations or so much thereof as may be necessary.

For alterations and improvements to existing buildings now upon the site, and for dormitories and other structures connected with these farm groups	\$35,000
For the construction of a dam to provide for water storage and for the installation of the water system of the Village.....	109,000
For the construction of the main sewer lines of the Village and one section of the sewage disposal plant	25,000
For a power and heating plant, and the equipment necessary at this time.....	75,000
For a bakery, storehouse, and cold storage building..	45,000

For a laundry and the equipment necessary at this time	\$45,000
For a hospital and infirmary group of buildings . . .	150,000
For a bridge	10,000
For a superintendent's residence	15,000
For farm buildings	10,000
For a nurses' home	15,000
For pole line, electric conduits and transformers . . .	5,000
For steam conduits and piping	30,000
For an ice house	4,000
For the employment by the State Architect of expert architectural and engineering assistance	10,000
For the purchase of additional land	6,300
For administration, development of work, and for expenses of the board of managers	10,000
For furniture and house equipment, and for the purchase of horses, cows, oxen, wagons and other farm equipment	12,000
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Making the special appropriations recommended	\$611,300
For maintenance	30,000
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Total appropriations approved	\$641,300
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CRAIG COLONY FOR EPILEPTICS, SONYEA, LIVINGSTON COUNTY.

Established 1894.

The Colony has at present capacity for 1,309 inmates. The number of inmates October 1, 1908, was 1,232, and 286 were admitted during the year, making the total number under care 1,518. Of these, 70 were returned to parents or guardians, 8 were transferred to other institutions, 30 were otherwise discharged and 109 died, leaving 1,301 present September 30, 1909, of whom 693 were men and boys and 608 women and girls. The average number present during the year was 1,273, and the average weekly cost of support, including the value of home and farm products consumed, \$3.81; excluding this value, \$3.32.

The receipts during the year ending September 30, 1909, were: From cash on hand at the beginning of the year, \$894.10; from special appropriations, \$5,511.65; from deficiency appropriations, \$15,000; from unexpended appropriations of former years, \$45,256.64; from general appropriations, \$205,743.99; from the sale of farm and garden produce and miscellaneous sales, \$2,597.50; from counties, towns, and cities, \$15,510.91; from individuals for the support of inmates, \$6,158.73; total, \$296,673.52.

The ordinary expenditures were: For salaries of officers, wages and labor, \$87,105.30; for provisions, \$60,921.82; for household stores, \$6,970.02; for clothing, \$13,563.77; for fuel and light, \$29,037.29; for hospital and medical supplies, \$3,174.60; for transportation and traveling expenses, \$143.06; for shop, farm and garden supplies, \$11,148.54; for ordinary repairs, \$891.59; for expenses of managers, \$1,235.13; for remittance to State Treasurer, \$24,267.14; for all other ordinary expenses, \$5,700.39; total, \$244,158.65.

The extraordinary expenses were: For buildings and improvements, \$37,251.08; for extraordinary repairs, \$6,432.48; for all other extraordinary expenses, \$7,084.73; total, \$50,768.29; making the aggregate expenditures for the year, \$294,926.94; and leaving a cash balance of \$1,746.58 at the close of the year.

The assets September 30, 1909, were the balance in cash, \$1,746.58; and \$1,342.57 due from counties, cities and towns.

Of the expenditures for maintenance, 39.6 per cent. was for salaries, wages and labor, 27.7 per cent. for provisions, 3.2 per cent. for household stores, 6.1 per cent. for clothing, 13.2 per cent. for fuel and light, 1.4 per cent. for hospital and medical supplies, 5.1 per cent. for shop, farm and garden supplies, .4 of 1 per cent. for ordinary repairs, .6 of 1 per cent. for expenses of managers, and 2.7 per cent. for all other ordinary expenses, including a small outlay for transportation and traveling expenses.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for the maintenance of the institution, \$200,000.

Chapter 433, Laws of 1909 (Supply Bill), appropriated from refund moneys, for maintenance, \$45,000; and for deficiency in maintenance for the fiscal year ending September 30, 1909,

\$15,000; also reappropriated unexpended balances as follows: For stone roadway across estate, \$1,018.66; for stone roadway on estate, \$5,169.91; for four cottages for employees, \$696.47; for additional boiler connections, \$1,137.17; and for pavilion for contagious diseases, \$177.49.

Chapter 641, Laws of 1909 (Special Appropriation Bill), appropriated for an addition to the laundry, \$20,000; for furnishings, \$5,000; for removing twelve inches of surface from sewage filter beds, numbers one and two, and replacing them with new filter material, \$1,000; for construction of roads and sidewalks, and for grading, \$5,000; for scientific books, surgical instruments, appliances and apparatus required in the study of epilepsy, \$1,000; for an additional appropriation for two tubercular buildings, \$8,000; and for repairs and equipment, including nine miles of wire fencing, painting, and appliances for a modern fire alarm system, \$11,000.

The maintenance appropriations amounted to \$260,000, the re-appropriations to \$8,199.70; and the special appropriations to \$51,000, making the total available, \$319,199.70.

The enlargement and equipment of Craig Colony for Epileptics has steadily progressed during recent years until, at the present time, it maintains 1,326 inmates. It will be noted above that the average number present during the year was 1,273, and that the total number under care was 1,518.

In an institution of such large capacity the problems connected with supplies and supervision are exceedingly important. The maintenance appropriation for the preceding year was exhausted before the appropriation available October 1, 1908, was in hand, and, as a consequence, Craig Colony entered the year with a deficiency which required an appropriation of \$15,000 from the Legislature of 1909. One reason for the deficiency was the method of sustaining Colony industries heretofore. In its annual report for the year ending September 30, 1908, the Board of Managers stated that the institution would require a total of \$245,000 in addition to refunds for maintenance for the fiscal year beginning October 1, 1909. The appropriation was only \$200,000, in addition to which \$45,000 refunds were added, which, however, is insufficient to meet the ordinary maintenance

expenditures for the current year and provide for the needs of the institution.

Formerly the institution had a fund for "developing and maintaining industries," which was made up of the moneys earned by the productive labor of the inmates. This income, supplemented by sales, constituted a working fund, but the Legislature of 1909 changed the plan of appropriation and now all moneys received must be covered into the State treasury. This system gives the State treasury the benefit of the earnings of the institution, but necessarily increases the apparent per capita cost of maintenance. However, it is fair to the State that the industrial work of the Colony should be considered in estimating the cost of the institution. The appropriation should be ample to cover all needs including such industries as are adapted to the patients in the Colony.

The development of the Colony should not be retarded. Each year some of the equipment must be renewed, trees and shrubs be planted, and the general improvement of the farm and grounds be continued. If these improvements can be obtained through the labor of patients, the State treasury will be saved to that extent, but, in any event, the Colony should have sufficient funds for all that may be necessary.

All the dormitory buildings are now in service, and if additional patients are to be received, it will be necessary not only to construct another dormitory building, but also a cottage or cottages to take the place of the structure called the "House of the Six Nations" in the west group, which has been condemned by the board of managers as a menace to the lives of the inmates. The latter should not be deferred, and as the Peterson hospital has been constructed in sections, a west wing is needed for its completion. The large population includes many who require special hospital treatment, and for this reason, the hospital should be enlarged as soon as possible.

Some of the cottages were quarantined, owing to the development of contagious disease. The construction of hospitals for patients suffering from such diseases has been of service, but it is desirable that all entering the Colony be held in quarantine and

under special observation for a sufficient period to prevent the introduction of contagious disease in the cottages.

The tuberculosis pavilions require furnishing; a veranda should be constructed upon the south side of the hospital; an addition should be made to the laboratory and mortuary building, and sun rooms be arranged in four of the cottages. Besides these, an important immediate need is the alteration and addition to the sewage disposal plant, for the safety of the population requires this enlargement.

A central heating and power plant and new coal trestle for this institution have been recommended heretofore. It is estimated that a large saving would result from such a plant, and that within five or six years it would pay for itself. At present the separated plants used for heating the different groups require many attendants, besides which the quality of coal is frequently inferior and the general service unsatisfactory. A central plant, using a better quality of coal, would need fewer employees and should give more efficient service in every way.

For a long time the construction of a school building to accommodate all the teachable boys has been urged by the Board. A number of the girls attend school daily, but few of the boys have such an opportunity and, therefore, a central school building, with a sufficient number of class rooms to accommodate the average number of children who are capable of receiving instruction, should be erected without delay.

The number of attendants assigned to care for the patients in the infirmary buildings is not sufficient, and, in consequence, the patients have not always the attention they need. The employees in the infirmaries are on duty twelve hours each day, and are required to look after approximately twenty-five patients each, all being of the hopeless class who are in need of constant care.

The service in the infirmaries is not attractive to employees, as it is hard and affects the nerves. For this reason, changes are frequent and the special needs of the patients are less likely to be known to those in charge. The insufficiency of help is responsible largely for all complaints of abuse which have been made by patients, and a reorganization of the infirmary work whereby the attendants shall be on duty for not to exceed eight hours daily.

and each one have not more than fifteen patients in charge, will be of the greatest benefit.

In addition to an increase in the number of attendants, and the shortening of the daily tour of duty, the infirmary service will be benefited if the most experienced attendants and efficient supervisors are assigned to it. This can be accomplished probably by increasing the pay and thus offering a compensation which will attract the most competent attendants.

The authority to hold patients in the Colony when they are unfit to be at large has not been directly conferred upon the board of managers, and it is desirable that a law be enacted which will empower the board to restrain inmates who otherwise would leave without permission, such enforcement of restraint to be subject to an order of court. Many of the patients are frequently dangerous to themselves and others, if at large, and both humanity and the public welfare require they should be kept under supervision.

A new superintendent, William T. Shanahan, M. D., is now in charge of the Colony, as the successor to Dr. William P. Spratling, who served from the organization of the institution until November, 1908. Dr. Shanahan, who was for a number of years the first assistant physician, is thoroughly familiar with the work of the Colony, and his appointment to the superintendency was a promotion.

The investigation into the causes of epilepsy makes the laboratory work an important feature at the Colony. The equipment for this should be ample, and then with such an abundance of material, the pathologist and assistants can do valuable work. Whatever aids to diminish suffering from the disease should be encouraged. In this connection, stringent laws have been enacted in several States to safeguard the public against the increase of the defective class and to prohibit the marriage of insane, feeble-minded or epileptic persons, and the State of New York should enforce similar measures. Heredity is an important factor in epilepsy and the surest preventive of a constant increase in the number of those afflicted with the disease is the separation of the sexes.

The State Board of Charities recommends for Craig Colony the following appropriations, or so much thereof as may be necessary:

For the new "House of the Six Nations".....	\$40,000
For addition to west wing of Peterson Hospital.....	25,000
House for first assistant physician.....	5,000
Enlarging central heating power plant.....	60,000
Coal trestle at main power plant.....	12,000
Construction of brick school building.....	12,000
Blacksmith shop	2,000
Addition to laboratory and mortuary.....	7,000
Furnishing two pavilions for tuberculosis patients...	2,500
Barn	5,000
Veranda for south side of hospital.....	4,000
Sun rooms for four cottages.....	500
Purchase of right-of-way.....	650
Alterations and additions to sewage disposal plant..	3,200
Repairs and equipment.....	15,000
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Making the total special appropriations.....	\$193,850
For maintenance	225,000
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Total appropriations approved.....	\$418,850
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NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH, STEUBEN COUNTY.

Established 1878.

This institution has capacity for 2,000 inmates. The number of members October 1, 1908, was 2,155; the admissions during the year were 1,221; total for the year, 3,376. There were 1,072 discharged during the year, and 272 died, leaving at the close of the year, a total enrollment of 2,032. The average number present during the year was 1,853, and the average weekly cost of support, including the value of home and farm products consumed, \$2.93; excluding this value, \$2.85.

The total receipts of the institution for the fiscal year ending September 30, 1909, were: From cash balance of the previous year, \$11,289.67; from special appropriations, \$37,715; from

deficiency appropriations, \$25,000; from general appropriations, \$250,000; from all other sources, \$325.80; total, \$324,330.47.

The ordinary expenditures were: For salaries of officers, wages and labor, \$92,755.78; for provisions, \$101,821.52; for household stores, \$5,393.91; for clothing, \$23,095.95; for fuel and light, \$28,157.28; for hospital and medical supplies, \$4,105.56; for transportation and traveling expenses, \$223.30; for shop, farm and garden supplies, \$8,996.13; for ordinary repairs, \$853.37; for expenses of trustees, \$594.28; for remittance to State Treasurer, \$325.80; for all other ordinary expenses, \$9,563.64; total, \$275,886.52.

The extraordinary expenditures were \$16,440.50 for buildings and improvements, and \$1,345.40 which reverted to the State, making the aggregate expenditures for the year \$293,672.42; and leaving at the close of the year a cash balance of \$30,658.05.

Of the expenditures for maintenance during the year, 33.7 per cent. was for salaries, wages and labor, 37 per cent. for provisions, 1.9 per cent. for household stores, 8.4 per cent. for clothing, 10.2 per cent. for fuel and light, 1.5 per cent. for hospital and medical supplies, .1 of 1 per cent. for transportation and traveling expenses, 3.2 per cent. for shop, farm and garden supplies, .3 of 1 per cent. for ordinary repairs, .2 of 1 per cent. for expenses of trustees, and 3.5 per cent. for all other ordinary purposes.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for maintenance and for the transportation of applicants for admission, \$275,000.

Chapter 433, Laws of 1909 (Supply Bill), appropriated for deficiency in maintenance for the fiscal year ending September 30, 1909, \$25,000.

Chapter 461, Laws of 1909 (Special Appropriation Bill), appropriated for rebuilding the icehouse, \$5,000; for repairs to area walls, \$300; for outside verandas, \$1,250; for one aluminum kettle, \$165; and for repairs and equipment, \$16,000.

Chapter 466, Laws of 1909 (Special Act), appropriated to remodel, enlarge and improve the hospital, \$15,000.

The maintenance appropriations amounted to \$300,000, and the special appropriations to \$37,715, making the total available, \$337,715.

This Home is practically complete, but the numerous buildings necessary to accommodate 2,000 inmates require annual outlays for repairs and the renewal of general equipment. The enrollment has exceeded the maximum capacity of the Home in each of the past five years, but owing to the absence of many of the members on furlough the average daily attendance has been much under 2,000.

It is probable that the maximum daily average has been reached and that the membership will gradually decrease, as disease and infirmity come and those who are now in the Home die. Last year, 1,072 members were discharged for various sufficient reasons, almost all, however, at their own request, and 272 died. The proportion of deaths to the population is more than ten per cent. which rate must increase. The future members of the Home will not be veterans of the Civil War, but survivors of the Spanish War as they become dependent.

The increasing infirmity of the present members makes larger demands upon the time and strength of the staff of attendants. Formerly most of the veterans were able to care for themselves in their barracks, and many were sufficiently active to work on the farms and in the buildings, but they cannot be relied upon much longer for even the simpler tasks; it is difficult for them to wait upon tables in the mess hall now, or to act as orderlies in the hospital, for the years have decreased their activity and strength, and soon all the employees must be taken from civil life. In consequence of this, the expense of maintaining the Home will increase.

This institution needs a number of improvements, the principal one being a coal pocket of sufficient capacity to provide for the storage of about 2,100 tons of coal. It is estimated that this supply will carry the institution through sixty days. It has frequently happened in past winters that storms or strikes have prevented contractors and railroads from delivering coal promptly at the institution, and consequently infirm members have suffered greatly from cold. On several occasions the last ton of coal was nearly consumed before a fresh supply was received. To avoid these dangers and to make provision which will cover emergencies, a coal pocket with ample storage capacity is necessary.

Among other important improvements are: The completion of the grading in the new cemetery as the large number of new graves each year requires the extension of the roads and makes the grading a matter of immediate necessity; painting the buildings, and some new equipment in the hospital department. Besides these in the engine and boiler rooms repairs and additional equipment must be provided to maintain the plant at its highest efficiency. The farm fences have broken down and a new fence should be provided, and decayed wooden silos should be replaced by new and more satisfactory silos of cement.

In the hospital department, a steam sterilizer, bed tables, and electric stove and other equipments are needed, and for the convenience of the Home, a hand ambulance should be provided.

For this institution, the State Board of Charities recommends the following appropriations or so much thereof as may be necessary:

Repairs and equipment.....	\$7,500 00
Steam sterilizer.....	1,200 00
Bed tables.....	700 00
Hand ambulance.....	150 00
Electric stove.....	500 00
Food conveyors.....	350 00
Aluminum kettle.....	185 00
Iron screens.....	450 00
Installation of telephones.....	1,350 00
Outside painting.....	2,000 00
Drilling and casing new well.....	200 00
Cutting and resetting poles for electric light.....	350 00
Duplex steam pump.....	400 00
New sludge bed.....	250 00
Tank governor and pump governor.....	150 00
Steel ceilings, main bath room.....	600 00
Machinery for carpenter shop.....	800 00
Two cement silos.....	450 00
New corn cribs.....	300 00
Repairs for greenhouses.....	400 00
Interior painting.....	5,500 00
Fence.....	1,000 00

Coal pocket (capacity for sixty days, 2,100 tons) ..	\$15,000 00
Grading new cemetery	1,000 00
Interlocking rubber tiles	3,000 00
Cement walks	1,000 00
Conduits and piping	1,000 00
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Total extraordinary appropriations	\$45,785 00
For maintenance	300,000 00
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Total appropriations for all purposes	\$345,785 00
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NEW YORK STATE WOMAN'S RELIEF CORPS HOME, OXFORD, CHENANGO COUNTY.

Established 1894.

The Home has capacity for 200 inmates. The number of inmates present October 1, 1908, was 178 and 120 were admitted during the year, making the total number under care 298. During the year 29 died and 82 were discharged, leaving September 30, 1909, 187 inmates, of whom 41 were men and 146 women. The average number for the year was 185, and the average weekly cost of support, including the value of home and farm products consumed, \$4.08; excluding this value, \$3.76.

The receipts for the year ending September 30, 1909, were: From cash on hand at the beginning of the year, \$686.70; from special appropriations, \$27,807.10; from general appropriations, \$35,700; from sale of farm and garden produce, \$195.39; and from all other sources, \$10.38; total, \$64,399.57.

The ordinary expenditures during the year were: For salaries of officers, \$2,500; for wages and labor, \$13,960.34; for provisions, \$8,793.80; for household stores, \$805.16; for clothing, \$133.05; for fuel and light, \$5,470.53; for hospital and medical supplies, \$632.30; for shop, farm and garden supplies, \$2,001.72; for expenses of managers, \$867.41; for remittance to State Treasurer, \$205.77; for all other ordinary expenses, \$1,009.68; total, \$36,379.76.

The extraordinary expenditures are reported as \$27,807.10, of which \$25,225.62 was for buildings and improvements, \$1,343.31 for extraordinary repairs and \$1,238.17 for all other extraordi-

nary expenses, making the total ordinary and extraordinary expenditures for the year, \$64,186.86, and leaving as balance in cash, at the close of the fiscal year, \$212.71.

Of the expenditures for maintenance, 45.5 per cent. was for salaries, wages and labor, 24.3 per cent. for provisions, 2.2 per cent. for household stores, .4 of 1 per cent. for clothing, 15.1 per cent. for fuel and light, 1.8 per cent. for hospital and medical supplies, 5.5 per cent. for shop, farm and garden supplies, 2.4 per cent. for expenses of managers, and 2.8 per cent. for all other ordinary expenses.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for maintenance, \$38,000.

Chapter 433, Laws of 1909 (Supply Bill), reappropriated for conduits, pipes, etc., \$269.62.

Chapter 461, Laws of 1909 (Special Appropriation Bill), appropriated for care of lawns, roads and trees, \$1,000; for constructing masonry conduit and resetting pipes in same, \$1,000; for equipment, including new hospital building, \$6,000; for increasing the water supply, \$5,000; and for repairs and equipment, \$1,600.

Chapter 194, Laws of 1909 (Special Act), appropriated for completing the hospital, \$3,000.

The maintenance appropriation was \$38,000, the reappropriation, \$269.62, and the special appropriations amounted to \$17,600, making the total available, \$55,869.62.

The aged men and women who are members of this Home all belong to the very feeble class; in fact, the institution is an infirmary and the daily rounds of the physicians and nurses include visits to almost every room in the building. Some of the men seem vigorous and apparently able to labor, but after working for a short time they are compelled to rest. Many who appear robust are under treatment for chronic diseases and the strongest of the members are advanced in years and incapable of steady work.

The erection of the new hospital has given an opportunity to remove the more helpless members from rooms to the open wards. The new arrangement will enable the nurses and attendants to give more constant care to the bedridden than was possible heretofore.

The Woman's Relief Corps Home was originally established to provide a home for veterans accompanied by their wives and also for the mothers and widows of veterans and for army nurses. A rule of the institution requires the removal of veterans to the Home at Bath when their wives die in this institution, and all resident male members now there are with their wives. This rule has proved satisfactory, although from time to time modifications have been proposed; it is better to enforce its provisions than to open this Home too widely. Removal to the Soldiers and Sailors' Home at Bath entails no hardship, as that institution is well equipped for the care of the aged veterans who make it their home.

It is necessary to enlarge the new hospital, as the appropriation was not sufficient to provide all that is required. Besides the addition proposed, the grounds in the front and rear of the new building should be graded and some new roadway made. The grounds of the institution are gradually being transformed into a park; trees, flowers, grass and walks make them attractive, and provision should be continued for their maintenance. A new dynamo is required in the power plant to furnish sufficient light for the buildings and grounds; the old dynamo has given out and it is necessary to replace it by one of greater power and more modern design.

To provide for improvements for this institution, the State Board of Charities recommends the following appropriations, or so much thereof as may be necessary:

For an addition to the new hospital.....	\$25,000
For grading in front and rear of the new hospital...	3,000
For making and grading roadway.....	3,000
For a new dynamo	1,000
For care of grounds.....	500
For repairs and equipment.....	1,500
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Making for extraordinary appropriations.....	\$34,000
For maintenance	40,000
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Total appropriations approved.....	\$74,000
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**NEW YORK STATE SCHOOL FOR THE BLIND,
BATAVIA, GENESEE COUNTY.**

Established 1865.

This school has capacity for 136 pupils. The number present October 1, 1908, was 124 and 51 pupils were received during the year, making the total number under care and training, 175. During the year 45 were discharged and 1 died, leaving 129 pupils in the institution September 30, 1909. The average number during the year was 102 and the average weekly cost of support including the value of home and farm products consumed, \$8.52; excluding this value, \$8.31.

The receipts for the fiscal year ending September 30, 1909, were as follows: Cash balance from preceding year, \$294.11; from special appropriations, \$10,306.94; from deficiency appropriations, \$1,000; from general appropriations, \$42,635.36; from counties, towns and cities, \$859.01; from all other sources, \$526.63; total, \$55,622.05.

The ordinary expenditures were: For salaries of officers, wages and labor, \$26,824.17; for provisions, \$7,426.18; for household stores, \$548.22; for clothing, \$716.01; for fuel and light, \$4,158.90; for hospital and medical supplies, \$175.27; for transportation and traveling expenses, \$108.13; for shop, farm and garden supplies, \$1,293.60; for expenses of trustees, \$747.20; for remittance to State Treasurer, \$1,385.64; for all other ordinary expenses, \$1,899.71; total ordinary expenditures, \$45,283.03.

The total extraordinary expenditures were \$10,306.94 for improvements, making the aggregate expenditures, \$55,589.97. The only asset, September 30, 1909, was the balance in cash, \$32.08.

Of the expenditures for maintenance during the year 61.1 per cent. was for salaries, wages and labor, 16.9 per cent. for provisions, 1.3 per cent. for household stores, 1.6 per cent. for clothing, 9.5 per cent. for fuel and light, .4 of 1 per cent. for hospital and medical supplies, .2 of 1 per cent. for transportation and traveling expenses, 3 per cent. for shop, farm and garden supplies, 1.7 per cent. for expenses of trustees, and 4.3 per cent. for all other ordinary expenses.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for maintenance and instruction of inmates, \$44,000.

Chapter 433, Laws of 1909 (Supply Bill), appropriated from refund moneys, for maintenance, \$2,000; for deficiency in maintenance for the fiscal year ending September 30, 1909, \$1,000; also reappropriated unexpended balances as follows: For repairs to sewers, \$371.96; for repairs and equipment, \$135.34; and for laundry equipment, \$229.77.

Chapter 461, Laws of 1909 (Special Appropriation Bill), appropriated for an icehouse, \$2,600; for a barn, \$3,000; for steel ceilings, \$1,500; for books and apparatus, \$500; and for repairs and equipment, including one piano, not to cost more than \$450, \$2,000.

The maintenance appropriations amounted to \$47,000, the reappropriations to \$737.07, the special appropriations to \$9,600, making the total available, \$57,337.07.

The State School for the Blind for a number of years has lacked facilities for the separation of the younger pupils from those in the advanced classes. The kindergarten classes are located in one of the wings of the main building, but have insufficient room. The dormitories used by the youngest children are near those occupied by older pupils, and it is difficult for the attendants to keep them under careful supervision, especially at night. The older pupils also have suffered from this enforced association with the children of the kindergarten, for the dormitories assigned to the older boys and girls have been overcrowded with no way of extending them to secure better sanitary conditions. The crowded condition has been aggravated greatly in recent years, especially upon the boys' side, and now not only are extra beds in these dormitories, but even the corridors are used for sleeping rooms, which jeopardizes the health and safety of the pupils and, in case of a fire, may result in loss of life.

To better these conditions, the State Board of Charities has recommended heretofore the erection of a kindergarten building, which will permit the reclassification of all the pupils in the school. The small children when placed in a special building will be under the constant supervision of attendants, and live in dormitories equipped with special reference to the needs of the young. The kindergarten class rooms can then be so arranged that the general work of instruction and care of the younger chil-

dren will not be adversely affected by the influence of the older pupils, an influence which in times past has frequently been to their disadvantage. The erection of this new building will also afford an opportunity to make necessary changes in the main structure whereby sunlight can enter rooms which now are always dark and frequently damp. It will permit the relocation of general class rooms, which now depend every afternoon upon artificial light, although sunlight is as essential to the health of the blind as it is to the welfare of the seeing. These changes and the enlargement of the dormitories will provide better sanitation and permit more efficient control.

Another improvement required is additional cement sidewalks. These are much in use especially during the hours of exercise when the pupils can be out of doors, for the children seem more confident when walking upon them and less afraid to play.

There is a tendency to transform an institution of this character into a custodial asylum. This is due to the fact that sympathy is intensified by personal knowledge of the needs of individuals and efforts are made to give them every possible advantage. While they are of school age, this is proper, for the school is established to educate blind children, but men and women should not be associated with the children. This institution is intended solely for the education of the young blind, and it is a perversion of the purposes of the school as well as an improper use of the public funds, to take a part of the maintenance appropriation and use it for the support of blind men or women who have long passed their majority and who should not be admitted as pupils, but should be in association with adults.

It is stated that during the past two years, a number of adults blind persons have applied to this school either for admission as pupils, or for work as attendants; with rare exceptions, they had lost their sight after passing the age of twenty-one. Up to that time, therefore, they had the opportunity for education which the common schools afford. Unfortunately the State of New York maintains no institution where the adult blind can go to learn a trade, although many desire and need the opportunity to acquire some handicraft by which to support themselves, but with its broadening literary work, the State School for the Blind is compelled to give less attention to trade instruction than heretofore.

It now places emphasis upon intellectual development and scholastic instruction, it being well understood that a disciplined mind can take advantage of the opportunities which life affords, far better than a mind which has not been properly trained.

The few trades taught in the State School for the Blind to adults heretofore are overcrowded, and those of the blind who employ them to gain a livelihood cannot compete successfully with seeing workmen; hence, the care of the adult blind should be left to other institutions and charitable societies, and the full power of the institution be concentrated upon the education of children.

For this institution, the State Board of Charities recommends the following appropriations or so much thereof as may be necessary:

For a kindergarten building.....	\$35,000
For painting	1,500
For cement sidewalks	500
For typewriters, reappropriation.....	\$900
For cold storage, reappropriation.....	1,600
For pianos	450
For repairs and equipment.....	1,500
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Making the total for extraordinary expenses....	\$38,950
For maintenance	45,000
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Total appropriations approved.....	\$83,950
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THOMAS INDIAN SCHOOL, IROQUOIS, ERIE COUNTY.

Established 1875.

The school has capacity for 160 inmates. The number present October 1, 1908, was 154. During the year 30 were received and 27 were discharged, leaving a population September 30, 1909, of 157, of whom 61 were boys and 96 girls. The average number during the year was 140, and the average weekly cost of support, including the value of home and farm products consumed, \$4.93; excluding this value, \$4.26.

The receipts for the year ending September 30, 1909, were: From cash balance of the previous year, \$443.09; from special

appropriations, \$11,942.96; from general appropriations, \$31,000; from other sources, \$0.20; total; \$43,386.25.

The ordinary expenditures were as follows: For salaries of officers, wages and labor, \$15,702.74; for provisions, \$4,757.63; for household stores, \$994.59; for clothing, \$1,384.81; for fuel and light, \$3,645.90; for hospital and medical supplies, \$82.85; for transportation and traveling expenses, \$15.74; for shop, farm and garden supplies, \$2,790.70; for ordinary repairs, \$190.72; for expenses of managers, \$276.69; for remittance to State Treasurer, \$0.20; for all other ordinary expenses, \$1,326.95; total, \$31,169.52.

The extraordinary expenditures were \$10,431.90 for buildings and improvements, and \$1,511.06 for extraordinary expenses, making the aggregate expenditures for the year \$43,112.48, and the cash balance September 30, 1909, \$273.77.

Of the expenditure for maintenance, 50.4 per cent. was for salaries, wages and labor, 15.3 per cent. for provisions, 3.2 per cent. for household stores, 4.4 per cent. for clothing, 11.7 per cent. for fuel and light, .2 of 1 per cent. for hospital and medical supplies, 9 per cent. for shop, farm and garden supplies, .6 of 1 per cent. for ordinary repairs, .9 of 1 per cent. for expenses of managers, and 4.3 per cent. for all other ordinary expenses, including a very small outlay for transportation and traveling expenses.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for maintenance, \$31,000.

Chapter 461, Laws of 1909 (Special Appropriation Bill), appropriated for a dormitory for boys, \$22,000; for a vegetable cellar, \$1,500; for extending roof over coal pocket and installing a coal conveyor to unload coal, \$2,200; for conduit and piping from main conduit to hospital and employees' cottage, and relaying pipes in water main, \$2,500; and for repairs and equipment, \$2,000.

Chapter 194, Laws of 1909 (Special Act), appropriated for rebuilding the barn destroyed by fire, \$7,500.

The maintenance appropriation was \$31,000, and the special appropriations amounted to \$37,700, making the total available, \$68,700.

The completion of this institution is near at hand, as only the industrial building and the construction of the connecting corridors are required by the plans as originally prepared. The second dormitory cottage for boys was provided for by chapter 433 of the Laws of 1909, and the work of construction is under way. The industrial building needed to complete the group will be similar to the school building, and when it and the corridors are erected, the Thomas Indian School will present a dignified yet simple and appropriate appearance and be an architectural credit to the State.

There are some needs which should have attention at this time; one is the enlargement of the school building, as additional class rooms are required for a proper distribution of the children. The main assembly hall in this building is used not only as a general study room but also for class recitations at the same time, which makes study difficult. Besides this several of the class rooms are small and their ventilation imperfect, and in the basement the toilet arrangements are inadequate and improperly located. When the changes are made, one part of the basement should be equipped for gymnastic exercises during inclement weather, especially for the older pupils.

The main connecting corridors under which are pipe galleries are not completed. The walks originally laid were intended to be temporary only, and the construction of a roof was then deferred until the buildings could be completed. This flooring has been greatly warped by exposure, and in many places it is dangerous; for this reason the corridors should be completed as soon as possible.

It is desirable also that the second floor of the hospital building should be rearranged for the reception of patients; this can be done at small expense and will enable sick children sent to the hospital for treatment to have more air and sunshine than the present arrangements permit.

This is the only Indian school in the State other than the small day schools maintained upon the reservations. It is intended for orphan and destitute Indian children and provides practical instruction for those received. Besides the regular class room work for both sexes, the course includes training for girls in do-

mestic work, and instruction for boys in farming and in selected trades. The older boys do creditable work, especially in carpentry and painting, and help the workmen in making repairs. A number of the graduates of recent years have become skillful mechanics, while in many of the Indian homes of the State the elevation of the family life bears testimony to the influence for good exercised by this school in the past.

The State Board of Charities recommends for the Thomas Indian School the following appropriations or so much thereof as may be necessary:

For addition and alterations to school building.....	\$4,500
For the equipment of a gymnasium in basement....	500
For fire hydrants and new water mains.....	500
For moving old dormitory building and converting it into a paint shop	400
For changing second floor of hospital.....	300
For repairs and equipment.....	2,000
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Total for extraordinary expenses.....	\$8,200
For maintenance	33,000
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Total appropriations approved.....	\$41,200
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NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED AND DEFORMED CHILDREN, WEST HAVERSTRAW, ROCKLAND COUNTY.

Established 1900.

This institution has capacity for 45 patients. The number present October 1, 1908, was 49. During the year 15 boys and 15 girls were admitted, and 18 boys and 15 girls discharged, leaving a population September 30, 1909, of 46, 25 boys and 21 girls. The average number of patients during the year was 46, and the average weekly cost of support, including the value of home and farm products consumed, \$7.65; excluding this value, \$7.60.

The receipts during the fiscal year ending September 30, 1909, were: From cash on hand at beginning of year, \$432.18; from special appropriations, \$416.64; from general appropriations, \$17,800; from all other sources, \$116.76; total, \$18,765.58.

The ordinary expenditures were: For salaries of officers, \$5,722.14; for wages and labor, \$2,763.17; for provisions, \$3,847.79; for household stores, \$227.43; for clothing, \$132.06; for fuel and light, \$1,139.66; for hospital and medical supplies, \$1,872; for shop, farm and garden supplies, \$84.52; for ordinary repairs, \$45.93; for expenses of managers, \$929.04; for remittance to State Treasurer, \$116.76; for all other ordinary expenses, \$1,468.43; total, \$18,348.93.

The extraordinary expenses were \$70.08 for improvements, \$67.50 for extraordinary repairs, and \$279.06 for all other extraordinary expenses, making the total expenditures for the year \$18,765.57. The cash on hand September 30, 1909, was \$.01.

Of the expenditures for maintenance during the year, 46.5 per cent. was for salaries, wages and labor, 21.1 per cent. for provisions, 1.2 per cent. for household stores, .7 of 1 per cent. for clothing, 6.2 per cent. for fuel and light, 10.2 per cent. for hospital and medical supplies, .5 of 1 per cent. for shop, farm and garden supplies, .4 of 1 per cent. for ordinary repairs, 5.1 per cent. for expenses of managers, and 8.1 per cent. for all other ordinary expenses.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for maintenance, \$20,000.

Chapter 433, Laws of 1909 (Supply Bill), reappropriated unexpended balances as follows: For sewer and connections, \$179.20; for grading, sewage and drainage, \$3,400; for alterations to barn and furnishings, \$1,542.25; and for repairs and equipment, \$1,000.

The maintenance appropriation was \$20,000, and the reappropriations amounted to \$6,121.45, making the total available, \$26,121.45.

This Hospital for the Care of Crippled and Deformed Children was established ten years ago and has been filled to its capacity with patients from its opening. It can care for only 48 children at one time, and these usually remain under treatment several months before discharge. Even with its small capacity the constant change of patients has enabled the institution to be of lasting benefit to a large number of children who would otherwise have remained crippled, if not entirely helpless, all their lives.

The ten years of service have demonstrated the usefulness of a State institution of this character, while the numerous applications for admission which now cannot be accepted because there are no vacant beds are arguments for the enlargement of this hospital.

All the counties of the State are entitled to be benefited by this service, but until the hospital has sufficient capacity to receive all the patients who can be permanently benefited, many crippled children cannot secure necessary surgical attention.

The institution owns sufficient land for the necessary enlargement, and a group of small connected cottages or pavilions with power and service buildings can be located upon the grounds. An appropriation made in 1908 provided funds to drain the low land back of the existing buildings, and this low ground is now practically filled in. This removes the chief objection to the present site as the location of the enlarged institution, and the proximity of West Haverstraw to New York City assures patients the benefit of the best professional assistance, as city surgeons can give their services whenever needed without serious loss of time.

For these reasons it is urged that the present site be utilized by the erection of a new hospital on the cottage plan, to cost when fully equipped, \$200,000, of which amount \$100,000 be made available this year, the remainder to be appropriated hereafter.

The State Board of Charities recommends for the New York State Hospital for the Care of Crippled and Deformed Children the following appropriations or so much thereof as may be necessary:

For the construction in part of a new hospital on the cottage plan	\$100,000
For repairs and equipment.....	1,500
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Total for extraordinary expenses.....	\$101,500
For maintenance	22,000
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Total appropriations approved.....	<u><u>\$123,500</u></u>

**NEW YORK STATE HOSPITAL FOR THE TREATMENT
OF ENCIPIENT PULMONARY TUBERCULOSIS,
RAYBROOK, ESSEX COUNTY.**

Established 1900.

This institution has capacity for 164 inmates. The number of patients October 1, 1908, was 163 and 252 were admitted during the year, making the total number under treatment 415. During the year 258 were discharged and 1 died, leaving a population, September 30, 1909, of 156, 71 males and 85 females.

The average number of inmates was 166, and the average weekly cost of support, including the value of home and farm products consumed, \$8.95; excluding this value, \$8.88.

The receipts during the fiscal year ending September 30, 1909, were: From cash on hand at beginning of the year, \$270.07; from special appropriations, \$319,350; from unexpended appropriations of former years, \$49,661.05; from general appropriations, \$80,000; from counties, towns and cities, \$39,369.45; from individuals for the support of inmates, \$413; total receipts, \$489,063.57.

The ordinary expenditures were: For salaries of officers, wages and labor, \$19,184.03; for provisions, \$37,140.69; for household stores, \$1,623.29; for clothing, \$898.15; for fuel and light, \$6,826.25; for hospital and medical supplies, \$3,055.87; for transportation and traveling expenses, \$1,353.20; for shop, farm and garden supplies, \$2,560.06; for ordinary repairs, \$23.50; for expenses of trustees, \$789.79; for remittance to State Treasurer, \$39,782.45; for all other ordinary expenses, including a deficit of \$2,500 the previous year, \$5,693.21; total, \$118,930.49.

The extraordinary expenditures were \$31,408.19 for buildings and improvements, \$10,221.51 for equipment, repairs and all other extraordinary expenses; making the aggregate expenditures \$160,560.19, and leaving September 30, 1909, a cash balance of \$328,503.38, of which \$327,381.35 represents unexpended special appropriations. The assets, September 30, 1909, were the balance in cash, \$1,122.03, and \$37,946.92 due from counties.

Of the expenditures for maintenance, 25 per cent. was for salaries, wages and labor, 48.5 per cent. for provisions, 2.1 per

cent. for household stores, 1.2 per cent. for clothing, 8.9 per cent. for fuel and light, 4 per cent. for hospital and medical supplies, 1.8 per cent. for transportation and traveling expenses, 3.3 per cent. for shop, farm and garden supplies, 1 per cent. for expenses of trustees, and 4.2 per cent. for all other ordinary expenses, including a very small outlay for ordinary repairs.

Chapter 432, Laws of 1909 (Appropriation Bill), appropriated for the maintenance of the institution, \$90,000.

Chapter 433, Laws of 1909 (Supply Bill), reappropriated unexpended balances as follows: For barn, \$703.74; for shacks and tents, \$6,500; and for construction and equipment, \$2,171.

Chapter 461, Laws of 1909 (Special Appropriation Bill), appropriated for increased cold storage facilities, \$2,000; for increase in and to water supply, \$2,000; for further equipment of laboratory, \$1,000; for the construction of fire line, \$1,500; for removing copper gutters, installing slate, alterations and grading about the building to receive drip from roofs, repairing slate roofs, recanvassing deck porches, and painting in connection with above, \$2,550; and for repairs and equipment, \$3,000.

Chapter 154, Laws of 1909 (Special Act), appropriated for west pavilion with connecting corridor, laundry and connecting porches, and for alterations in main building to provide additional kitchen, dining room and storeroom facilities, \$99,500; for a new powerhouse, coal pockets and stack, \$33,000; for a railroad switch into coal pockets, \$3,000; for conduit and piping from main building to new power house, \$16,100; for new power plant equipment, \$8,400; for new electric unit, new electric feeder cables, moving present electrical equipment and installing switchboard, \$4,800; for additional sewage disposal bed, \$3,000; for equipping the west unit, \$8,000; for east pavilion with connecting corridor and connecting porches, \$87,500; for additional power equipment, including two additional boilers, electric feeder cables, switchboard changes and additional sewerage disposal beds, \$10,000; for the construction of a reservoir to contain one million gallons, and for repairs to present dam, including fire pump and new water lines, \$26,000; and for equipping east unit, \$8,000.

The maintenance appropriation was \$90,000, the reappropriations amounted to \$9,374.74, the special appropriations to \$219,350, making the total available, \$418,724.74.

The construction work at the State Hospital for the Treatment of Incipient Pulmonary Tuberculosis has made considerable progress toward completion during the year, and in the latter part of 1910 the capacity for patients will be double what it is now. The need of this additional capacity is evidenced by the many applications made for admission. Owing to the fact that the hospital is full and that all admissions must depend upon discharges, about one hundred days usually elapse after an application is made before a patient can be received. In very many cases, this long postponement of admission gives time for such progress of the disease that the patient becomes an unsuitable case for treatment in this hospital. Tuberculosis in its incipient stages is curable, but in its advanced stages, it is seldom cured; protracted delay in the reception of applicants eligible under the law is therefore equivalent to a sentence of death. For this reason the interval between application and admission should be made so short that the patient will have every advantage which early treatment can give.

During the year 1909, more than 41,000 patients were under treatment for tuberculosis in its various forms in institutions, clinics and dispensaries in this State. This number takes no account of the patients treated in their own homes by physicians; it may be said to represent the great number who were dependent to some extent at least upon charity. More than 15,000 persons died, victims of tuberculosis, during the year, and reports show that in the State of New York \$1,669,179.76 was expended by institutions and agencies engaged in the prevention and treatment of the disease. Large as this amount is it does not show what tuberculosis has cost the State during the year, because in addition to the expenses of treatment, etc., included in the above amount, the State has lost the value of the services of the patients treated during the year for the time they were unable to work, has lost also the full value of the 15,000 lives for such proportionate period as they would have lived under ordinary conditions.

had they not become victims of tuberculosis, and must also provide for the maintenance of such members of their families as become dependent by reason of the untimely death of the bread-winners. But this showing covers a single year only and must be repeated, with increasing figures annually, while tuberculosis continues its ravages in the commonwealth. The State can therefore well afford to expend millions if the final result be the prevention of tuberculosis.

The State Hospital at Raybrook was intended as an object lesson to the several counties of the State, many of which are now establishing county hospitals for the treatment of tuberculosis. Its equipment, therefore, ought to be complete and every facility be afforded for the successful treatment of the patients sent to it.

Although the appropriations made by the Legislature of 1909 will almost finish the institution, several improvements must be made.

An urgent need is an assembly hall which may be used for various purposes, including religious services. The fourth floor of the original building is now occupied as a dormitory by some of the employees; it could be transformed into an assembly hall if the floors were deadened, the ceiling removed and the elevator put into service. This should be done as soon as possible, for the isolation of the institution makes it essential that there be full provision in the hospital for recreation not only for the patients, but also for the employees. The estimated cost of this work is \$7,500 for which an appropriation is needed.

In addition to the foregoing, some further equipment should be provided for the institution. Kitchen, bakery and laundry appliances are urgently required to provide for the increased number of patients and employees. Besides this, the enlarged power plant makes it necessary that the engineering department have sufficient equipment to take care of the repairs which must be made from time to time. Surgical appliances have never been provided for the institution; the instruments now in use are the private property of the physicians and the State should provide a sufficient supply to meet emergencies which arise from time to time.

The appropriations heretofore made for the extension of the hospital will provide for an ultimate capacity of 340 patients. A part of the main building is, however, occupied by employees. If these were removed and the rooms now assigned to them given to patients, the capacity of the hospital would be increased by the number of rooms vacated by the members of the staff and employees. It is desirable, therefore, that an employees' building be provided for the institution; its capacity should be approximately for 100 persons. There is now available the sum of \$65,000 which could be reappropriated for the erection of an employees' building of the capacity indicated. When this building is finished and the equipment provided, the New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis at Raybrook will be one of the State's completed charitable institutions.

For this institution, the State Board of Charities recommends the following appropriations or so much thereof as may be necessary:

For an assembly hall upon the fourth floor.....	\$7,500
For an employees' building, the reappropriation of available unexpended balances of former appropriations.....	\$65,000
For repairs and equipment.....	3,000
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Making total for extraordinary purposes, exclusive of reappropriation.....	\$10,500
For maintenance	118,000
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Total appropriations approved.....	\$128,500
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THE DEAF.

The following table gives the name and location of each institution in the State which is authorized by law to maintain and educate deaf pupils at public expense, and gives also the number and sex of the pupils in attendance October 1, 1909. All the schools named receive both State and county pupils, the distinction being one of age and manner of compensation only.

INSTITUTIONS.	Boys.	Girls.	Total.
New York Institution for the Instruction of the Deaf and Dumb, One Hundred and Sixty-third street, New York.....	296	219	515
Le Couteux St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo.....	90	81	171
Institution for the Improved Instruction of Deaf-Mutes, Lexington avenue, New York.....	109	99	208
St. Joseph's Institute for the Improved Instruction of Deaf-Mutes:			
Fordham Branch		123	123
Brooklyn Branch		97	97
Westchester Branch	246	.....	246
Central New York Institution for Deaf-Mutes, Rome	59	37	96
Western New York Institution for Deaf-Mutes, Rochester ..	90	83	173
Northern New York Institution for Deaf-Mutes, Malone ..	43	41	84
Albany Home School for the Oral Instruction of the Deaf, Albany.....	26	19	45
Total	959	799	1,758

During the school year there were 1,976 pupils in these schools. October 1, 1900, the schools had 1,562 pupils; October 1, 1901, there were 1,564; October 1, 1902, 1,574; October 1, 1903, 1,583; October 1, 1904, 1,623; October 1, 1905, 1,664; October 1, 1906, 1,649; October 1, 1907, 1,676; October 1, 1908, 1,727, and October 1, 1909, 1,758.

For the purpose of further comparison it may be noted there were in attendance at the end of ten year periods, October 1, 1889, 1,271 pupils; October 1, 1899, 1,548; and October 1, 1909, 1,758.

These figures show conclusively that the schools are continually growing although not in proportion to the population of the State. At the close of the school year there were graduations from each of the schools, and all reported satisfactory results for the year's work.

For the fiscal year 1908-1909 the receipts of the ten institutions for the instruction of the deaf were \$1,317,423.68, and the expenditures \$997,932.48. The Legislature of 1904 increased the annual per capita allowance for State pupils, and it is now \$300,

the same amount paid by counties for pupils supported at county expense.

The \$300 rate has been maintained since 1904, but now the advance in the cost of supplies makes the allowance inadequate. In its Forty-second Annual Report this Board recommended that the per capita payment for the maintenance and education of the pupils in these schools be at the rate of \$325 per year. This allowance was not made by the Legislature, but a clause was inserted in the law making appropriations with the intention of readjusting the rate so that payment could be made upon the basis of a school year of forty weeks and not a calendar year. This provision has proved a hardship to the schools owing to the numerous changes from county to State support which occur in the several months covered by the school year. In all cases wherein payment was made in part by the counties and in part by the State, the schools lost some of the \$300 allowance. This loss, due to the fact that the county school year is of only thirty-eight weeks' duration, added to the increased cost of supplies, has imposed a heavy burden upon the institutions. The annual allowance should be at the rate of \$325 per capita for State pupils, and the counties should be required to pay the same amount for pupils chargeable to them, and for all the school year should be of the same length.

DEPARTMENT OF STATE, ALIEN AND INDIAN POOR. PUBLIC CHARITABLE INSTITUTIONS.

The supervision of the State poor and the alien and Indian dependents, together with the performance of the duties required by law or prescribed by the State Board of Charities for their care and final settlement, is intrusted to the Board's Department of State and Alien Poor. The superintendent of this department directs and supervises the work of the employees who visit and inspect all public charitable institutions, including almshouses, city or county hospitals and State charitable institutions, visit homes in which children are placed out, and assist in the removal of State, alien, and nonresident poor. Copies of all inspection reports are transmitted, through the Secretary, to the Commissioners or committees of the Board for examination prior

to presentation to the Board for action. Records are kept of all the individual cases coming before the department, and the superintendent examines and certifies to the correctness of all accounts pertaining to the maintenance or removal of State, alien and Indian poor before said accounts are presented to the Board. The department maintains a register of epileptics, idiotic and feeble-minded patients in the State charitable institutions. All State, nonresident or alien poor persons, are returned to their places of legal residence in other states or countries when such removal is to the interest of the State.

STATE POOR.

State poor persons are those who have not resided sixty days in any county of the State within one year preceding the time of their application for relief, and are maintained at certain almshouses by contract. Nearly all State poor persons are either nonresidents of the State or aliens, and out of a total of 632 provided for during the year 292 were removed from the State at public expense, of whom 43 were aliens. The average expense of these removals was \$6.40.

NONRESIDENT POOR.

Persons having a legal residence in other states or friends who will support them there, but who are not State poor because they had been in some county of New York for more than sixty days are given transportation at State expense as nonresident poor, their relief within the institutions being at county expense. Of these, 327 persons were removed during the last fiscal year at an average expense of \$6.00.

The State Board of Charities, through its Department of State and Alien Poor, has returned during the fiscal year ending September 30, 1909, 1,153 persons to their homes in other states or countries. Of these persons thus removed at public expense, 292 were State poor persons, 327 were nonresident poor, and

577 were alien poor, 43 of whom were also State poor. The 577 alien poor removed included 376 removed directly by the Board and 201 by the Board through the United States Government Immigration Service. The preceding year the total removals were 1,204, of whom 761 were aliens, including 531 removed directly by the Board and 230 by the Government on the investigation and initiative of the Department of State and Alien Poor, and the remainder, 443, were nonresident or State poor persons properly settled in other states. During the year ending September 30, 1907, the total removals were 747 of whom 413 were aliens, including 302 removed directly by the Board and 111 through the Government. The remainder, 334, were nonresidents or State poor persons from other states.

ALIEN POOR.

Alien poor are those of foreign birth who have not become naturalized citizens of the United States. Of these 577 were removed to their homes in other countries by the Department of State and Alien Poor. Of this number 201 were removed by the United States Immigration Service without expense to the State, except that in cases where dependence arose subsequent to landing and the deportation was arranged upon the request of the alien within one year of his arrival in America, the Board paid the expense of delivering such person on board the steamship at the port of departure and the Government paid the cost of ocean transportation. In the case of aliens illegally entering the United States, or dependent within three years of landing from causes existing prior to their arrival in America, the National authorities removed them without expense to the State of New York. The Department of Commerce and Labor, Immigration Service, has requested the Department of State and Alien Poor of the Board to present for consideration by the Immigration Service the cases of all aliens found in public charitable institutions within the State.

The expense for alien removals was \$18.69 per capita. Excluding those removed by the Government the per capita cost was \$28.69. When it is considered that this expenditure is made only

in the case of aliens likely to be permanently dependent from recognized disease or disabilities, the saving to the State is apparent, for it costs more than the average expense of removal to support a person in a hospital for one month.

The recent amendments to the laws relating to the deportation of undesirable immigrants have enlarged the list of mental or physical defectives and other undesirable classes of immigrants subject to deportation. The return of such aliens by National authority, if found in charitable institutions within the time fixed by statute, is now fairly well assured. In the case of aliens dependent from causes existing at the time of their arrival in America the limit for deportation is only three years, and one year in the case of aliens dependent from subsequent causes. Both these periods are too short. The United States does not carry its proportionate share of the burden of removing aliens from the public charitable institutions of New York State. When such removal is necessary, sixty-five per cent. of all are removed at the expense of the State. Of 577 aliens removed from public charitable institutions, the National Government provided for only 201. The remainder, chiefly aliens dependent from causes arising subsequent to their arrival in America, requested transportation to their native lands and friends, but as they had been in America more than one year, the National authorities would not remove them.

The period of removal by the United States authorities of prior-to-landing cases should equal the period required by law before an alien can become a citizen of the United States, and the permissible removal in subsequent-to-landing cases and in compliance with the request of the alien should not be limited, but should be discretionary with the Secretary of Commerce and Labor, when the interests of the alien and of the Government will be served by such removal. In addition to this extension of the deportation period, the officers of the Immigration Service should be authorized to determine ordinary cases without reference to Washington and thus avoid vexatious delays.

Since the State Poor Law went into effect in 1873 and the Alien Poor Law in 1880, the whole number of alien and nonresi-

dent removals made by the State Board of Charities has been 37,432. The estimated average length of residence of permanent charges in almshouses is fifteen years. Taking this for granted, the expenditure involved in supporting these 37,432 poor persons would have been, at a minimum of \$2 a week, no less than \$58,393,920. The 1,153 removed this year at a total cost of \$14,344.84 would, on the above basis, cost \$1,798,680 to support. Removal is therefore a far more economical method of dealing with alien and nonresident dependents than maintenance, while it is also the best, as it restores them to their homes.

INDIAN POOR.

Dependent Indians are legal charges on the State rather than on its subdivisions, and therefore in accordance with the Poor Law the administration of relief to indigent Indians is under the direction of the Board. The Poor Law and the rules of the Board in regard to Indian relief require that destitute Indians, if capable of being moved, shall be cared for in an almshouse. Temporary outdoor relief is given only in cases requiring immediate assistance, and in cases where the Indian cannot be moved to the nearest almshouse.

There has been no unusual sickness or epidemic among the Indians, and their relief has not proved a large expense to the State, though their improvidence is such that if carelessly administered the cost of their relief would be many times as great.

No provision is made by law for the support of Indian children in schools for the deaf or blind in cases where ordinarily the support would be at county expense. An amendment to the law is desirable to provide that such children shall be maintained from the funds available for the education of State pupils in such schools.

The total number of Indian poor provided for in almshouses or asylums during the fiscal year was 54, as compared with 42 last year, and the total expenditures on account of Indian relief amounted to \$2,585.98.

DEPARTMENTAL EXPENDITURES.

	Year Ending Sept. 30, 1909	Year Ending Sept. 30, 1908
On account of State poor, includ- ing salaries	\$29,143 82	\$29,670 36
On account of nonresident poor..	1,960 97	1,740 81
On account of alien poor.....	10,788 51	13,738 14
On account of Indian poor.....	2,585 98	1,911 21
Totals	<u>\$44,479 28</u>	<u>\$47,060 52</u>

The decrease shown by these statistics is due to the lack of sufficient appropriations to continue the work of removing during the last quarter of the fiscal year alien nonresident and State poor persons to their homes in other States and countries.

ALMSHOUSE INSPECTION.

All the almshouses and municipal charitable institutions of the State were regularly inspected during the year. The progress made in these institutions is noteworthy. In most of the counties public sentiment approves the adequate care and treatment of the county wards. Suitable buildings are provided, clothing and bedding is adequate and the dietaries are excellent. The boards of supervisors and superintendents of the poor in several counties have co-operated this year with the State Board of Charities to secure the erection of new buildings. The Board of Supervisors of Erie county has voted to erect a new county hospital of modern type and is considering the removal of the Erie County Almshouse to a site outside the city of Buffalo. The proposed erection of a new county almshouse and hospital in Otsego county has received the favorable consideration of the poor officers and citizens of that county. In Niagara county a committee of supervisors was appointed to report on the advisability of building a new almshouse on a better site. The citizens of Rensselaer county are taking active interest in the welfare of their almshouse inmates and a new tuberculosis hospital has been erected, so that segregation of tubercular patients can now be made. The administration in Westchester county is progressive. Consideration has been given to future needs, and a layout has been drawn for a new almshouse on the block plan.

By co-operation between the poor officers and the courts in Broome county, the almshouse has been relieved of a vicious and undesirable class in its winter population. Rather than be committed to a penitentiary many such persons have become self-supporting with a considerable saving for the county.

The town almshouses at Hempstead and Oyster Bay should be abolished and a single institution for Nassau county established in place of them. Neither of the two is now fit for use and steps in the direction recommended should be immediately taken, as the town of Hempstead is preparing to build a hospital.

When State institutions, now existent or contemplated, relieve the almshouses of the care of the feeble-minded, idiotic, alcoholic and vagrant, the residue will be a normal almshouse population, viz., the aged and infirm poor, who because of their infirmities require comfortable housing and good care. The almshouse of the past, in which the worthy poor were compelled to associate with the feeble-minded, idiots, vagrants and vicious persons is disappearing, and the almshouse of the present is practically an infirmary for the care of destitute persons of advanced years and failing health.

THE SUPERVISION OF DEPENDENT CHILDREN PLACED IN HOMES.

The supervision by the Board, through its Department of State and Alien Poor, of the work of placing out children by public officers and societies or charitable institutions which receive public funds, serves a two-fold purpose; it brings to the attention of the responsible agencies all cases where undesirable homes have been selected, and thus promotes the prompt removal of the child, and it also causes the officers to exercise greater care in their selection of homes for dependent children as they know that their work will be examined by State officers.

The results of the work of the inspector who examines the family homes in which children are placed by Poor Law officers and by the Catholic Home Bureau, as well as other cases brought to the attention of the Board through complaints, amply justify the expenditure involved and show the need of further extension of the work. All children supported in whole or in part by pub-

lic funds, who are placed out in New York State, should be visited by an inspector of this Board at least once.

The appended report of the Department of State and Alien Poor contains statistical tables to which attention is directed. These show the operations of the State Poor Law from October 22, 1873, to the close of the fiscal year September 30, 1909.

INSPECTION OF PUBLIC CHARITABLE INSTITUTIONS IN NEW YORK CITY.

In New York City the Commissioner of Public Charities administers all public charitable institutions except four hospitals, the supervision of which is entrusted to the Board of Trustees of Bellevue and Allied Hospitals; and of this Board the Commissioner of Public Charities is *ex officio* a member.

The Department of Public Charities needs a new office building, accessible to the public; the present offices on the East Twenty-sixth street pier are a quarter of a mile distant from the nearest trolley line. The Children's Bureau which is now housed with the Children's Court, will soon have a building of its own in Fifty-ninth street.

The Commissioner of Public Charities has charge of the general relief work in Greater New York and of three almshouses, seven hospitals and a lodging house, all located in the city proper or on small islands and reached by the Department's fleet of six steamboats. The bed capacity for inmates is 9,600, and 11,000 people are fed daily at the institutions. The work of the Department requires the employment of 2,100 persons, including a staff of 86 internes and 266 nurses. The yearly cost of provisions exceeds \$734,000; of clothing, \$143,000; of salaries, \$492,000; of drugs and liquors, \$54,000; of surgical instruments, \$13,000; of fuel and light, \$136,000; of miscellaneous charges, \$197,000; making a total expenditure of more than \$1,769,000 a year.

By the appointment of a *Scientific Advisory Council* the Commissioner of Public Charities has secured for the Department the expert advice of specialists, whose opinions should be given weight in formulating the future policies of the Department. Investigations of value are being conducted in the Russell Sage Pathological Institute, the generous gift of Mrs. Russell Sage, and a proper building for this research work will soon be erected.

THE CITY CHARITABLE INSTITUTIONS.

At the City Hospital the opening of Janeway Hall, the new staff house, and the superintendent's residence releases the central portion of the main building to hospital purposes, and the Commissioner of Public Charities has requested \$150,000 for general interior remodeling.

Situated at the northern end of Blackwell's Island, the Metropolitan Hospital has a larger site than the City Hospital on the southern extremity. Hence the Metropolitan Hospital is capable of greater expansion than the City Hospital, and serves varied functions. In addition to the wards for medical and surgical cases, there are children's wards, infirmaries for tuberculosis, padded cells for alcoholics, and a leper colony. The enlargement of the Metropolitan Hospital contemplated in the general layout, has already begun and will extend over a period of years, during which time the routine of the hospital will be more or less disturbed. The new training school for nurses at the northern end of the grounds is completed and occupied. The former training school is used for the infirmary nurses. Additions to the tuberculosis infirmaries and a staff house are being erected. Ground is broken for a new pathological laboratory and morgue and an addition to the heating plant. The service building has undergone extensive repairs and the dock is equipped for the landing of patients. At the foot of East Ninety-first street a landing place has been secured, and it is proposed to receive ambulance cases from New York and Long Island City as soon as a boat is ready for this service.

The New York City Home for the Aged and Infirm, Manhattan Division, occupies the central portion of Blackwell's Island, between the penitentiary and workhouse, and has a capacity of 2,100, but in February, 1909, the census of inmates was 2,797, and the number October 1, 2,561. Of this number 600 were hospital patients and the remainder those who through old age, bad habits, shiftlessness or industrial inefficiency were unable to support themselves in New York City. The removal of able-bodied inmates from the City Home to the Farm Colony on Staten Island is desirable where their labor may be utilized to raise food supplies for the Department's institutions. The plant of the City Home has

been improved during the year. The new reception pavilions are in use, the Gibbs operating pavilion is completed, and a neurological pavilion, men's day room, and a Roman Catholic church are in process of construction, the church being paid for by private funds.

The New York City Children's Hospital and School on Randall's Island serves three functions, viz.: it is a hospital for children, a school for feeble-minded children, and a custodial asylum for idiots, epileptics and adult feeble-minded persons. The defective inmates should be wards of the State, and their transfer to Letchworth Village, the new State Custodial Asylum, is contemplated upon its completion. At the close of the year there are over 1,000 such inmates awaiting transfer, thus greatly overcrowding the asylums.

THE NEW MUNICIPAL LODGING HOUSE.

The new Municipal Lodging House in East Twenty-fifth street was formally opened on February 15, 1909. It is a six story fire-proof structure with a capacity of 750. It has modern conveniences, including laundry, baths, lavatories and drinking fountains, a pneumatic cleaning system, and a formaldehyde disinfecting plant, said to be the largest of its type ever built. The census varies from 475 in winter to 120 in summer. The institution should be used for the scientific study of vagrancy in its acute and chronic stages.

Great credit is due Hon. Robert W. Hebbard, the Commissioner of Public Charities, for the completion of this building promptly. The construction was slow and annoying; the work, begun in December of 1905, progressed well until November of 1906, when it was suspended upon the discovery of quicksand under the northeast corner of the site, pending decision of the corporation counsel regarding additional compensation for the contractor; subsequently the failure of the contractor and failure of his sureties to complete the work after they had undertaken to do so entailed further delay. Under a new contract the building was finally finished and occupied in February of 1909. The Commissioner of Charities exhausted every means to hasten its completion.

SEA VIEW HOSPITAL.

The approaching completion of the six pavilions under construction at Sea View Hospital for the treatment of tuberculosis will practically exhaust the \$1,000,000 available from appropriations made in 1905; \$1,350,000 appropriated in December, 1909, will provide such additional buildings and equipment as are necessary to fit the hospital for service although its completion as planned will still require from \$800,000 to \$1,000,000 more. Its location on the premises of the Farm Colony, Staten Island, combines the advantages of a retired and beautiful site on high ground, with an extensive view over Staten Island to the sea and such proximity to New York City that transportation for patients and their friends is a simple and inexpensive matter, and discharged patients will not suffer the ill effects of abrupt change of climate.

KINGS COUNTY.

At the Kings County Hospital the new Nurses' Home approaches completion; progress on the Pathological building has been slow; ground has been broken for a new hospital wing for male patients, to relieve the present crowded state of the men's wards; the segregation of tuberculosis patients has been partially accomplished in detached buildings, though women patients still remain in the main building.

The Home for the Aged and Infirm, Brooklyn Division, located near the Kings County Hospital, is seriously overcrowded; considerable improvements to plumbing and other equipment are in progress, but the transfer of inmates to the Farm Colony could not be hastened, nor could additional facilities be secured.

The new Coney Island Hospital is practically completed. Plans are made and money available for the remodeling of a building owned by the city for an emergency hospital in South Brooklyn. The erection of the new Bradford Street Hospital has begun and the enlargement of the Cumberland Street Hospital is in progress.

BELLEVUE AND ALLIED HOSPITALS.

Bellevue and Allied Hospitals have a total valuation exclusive of land of \$7,142,000 and a capacity of 1,715. For the fiscal year ending September 30, 1908, the cost of salaries was approximately

\$274,000, of provisions \$206,000, of fuel and light \$80,000, of medicine and surgical instruments \$63,000, of repairs \$120,000, making with some other items a total expenditure of over \$770,000. The average weekly expense for the support of each patient was \$10.80 at Bellevue Hospital, \$13.86 at Fordham Hospital, \$12.92 at Gouverneur Hospital, and \$16.04 at Harlem Hospital.

The new Bellevue Training School for Women Nurses, a six story, fireproof building is now occupied, and land has been acquired for the erection of a new Training School for male nurses. A laboratory, morgue and dormitory for male employees approach completion, a laundry is under construction and a new boiler house has been contracted for. Plans are drawn for another hospital pavilion and for this \$500,000 is available. Among the most valuable new features of the work at Bellevue Hospital are the Tuberculosis Clinic which treated 1,472 new cases in the year ending October 1, 1909, and the Bureau of Social Service which aided 4,976 patients during the same period. This bureau has been organized within the year to systematize the work of the committees already busy and to guide and develop convalescent relief work in its broadest sense.

Construction work on the new Bellevue Hospital has been continued during the year. Two of the pavilions for patients are completed and occupied. They are so designed as to be practically a separate hospital, although all have general service, such as food, heat, light and laundry in common. In case of need the nominal separation may become complete and an entirely separate service established for each pavilion. The plans and interior arrangement of the wards represent the latest ideas in hospital construction, and when the new Bellevue is completed it will afford unexcelled facilities for medical and surgical work.

The erection of a nurses' home for Harlem Hospital is planned; together with a staff house it is urgently needed to give more room for hospital uses in the main building. Fordham Hospital is still adequate for its work, but the increase in average population makes it important to plan for increased accommodations in the near future. Gouverneur Hospital is seriously overcrowded; the dispensary quarters are especially inadequate; while no definite action has been taken, plans are maturing to relieve this situation.

DEPARTMENT OF INSPECTION.

PRIVATE CHARITABLE INSTITUTIONS.

During the year ending September 30, 1909, 18 new institutions were added to the list of private charities under the supervision of this Board, and four were closed. The 558 under supervision at the end of the fiscal year were visited and inspected at least once during the year. A total of 642 general inspections, 27 special inspections and inquiries, and 657 visits to institutions, public offices and individuals, were made by the inspectors. In the performance of this work these employees traveled in the aggregate 31,178 miles. Many of the institutions were also visited by commissioners and other officers of the Board during the year. Formal reports of all inspections were prepared and presented to the Board. These reports are carefully considered and classified on the basis of both "Plant" and "Management." Those which show practically no defects are placed in Class I; those showing less important defects are placed in Class II; and those indicating serious defects, evils, or abuses, are placed in Class III. All are forwarded to the managers with recommendations for the improvement of conditions when defects are found to exist, and in accordance with section 15 of the State Charities Law the managers of institutions in which serious defects or evils exist, are requested to advise the Board of the action taken to remedy the defects. In such cases prompt replies have been received and many of the defects remedied, while letters received from the managers indicate their appreciation of the criticisms and recommendations made by the Board. The reports indicate a continued improvement in the condition of the private charitable institutions. Classified on the basis of relief rendered, the number of institutions of each class is as follows:

Dispensaries	133
Fresh air charities	12
Homes for the aged	20
Homes for children	128
Hospitals	160
Industrial schools	36
Infant asylums and hospitals	17

Placing-out and boarding-out agencies.....	16
Reformatories	17
Temporary homes	18
Travelers' aid societies.....	1
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Total	558
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The above table does not include private charitable institutions which are not in receipt of public money, as, by the decision of the Court of Appeals in 1900, they were removed from the supervision of the State Board of Charities. If these institutions which are not now inspected by the Board were added to the above list the number would approximate 1,200.

DISPENSARIES.

Formerly the work of dispensaries was performed almost exclusively within the dispensary rooms. Through the visiting services now organized in many of the dispensaries the treatment of patients in their own homes has recently been greatly extended. Both physicians and nurses are employed to visit the homes of applicants for dispensary treatment, and an effort is made to improve living conditions existing in the homes of the sick poor. This method of care is particularly advantageous in the treatment of tubercular patients. The number of clinics for the treatment of tuberculosis has greatly increased during the year and two new dispensaries for the care of such patients exclusively have been opened. The following table indicates the volume of work performed by the dispensaries during each of the past two years:

Number of treatments at dispensaries.

	1908	1909.
Manhattan	2,800,170	2,904,318
Brooklyn	345,265	398,607
Bronx, Queens and Richmond.....	50,072	61,426
	<hr/>	<hr/>
Total, New York City.....	3,195,507	3,364,351
Outside of New York City.....	113,164	131,631
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Grand total, entire State.....	3,308,671	3,495,982
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Number of treatments in homes by nurses and physicians.

Manhattan	82,009	99,032
Brooklyn	1,717	1,622
Bronx, Queens and Richmond		
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Total, New York City	83,726	100,654
Outside of New York City	7,131	13,405
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Grand total, entire State	90,857	114,059
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Ninety-eight of the 133 dispensaries now licensed are located in New York City, 7 in Buffalo, 5 in Rochester, and 23 in the smaller cities and towns throughout the State. In issuing licenses for dispensaries the Board desires to limit the number of new institutions in any locality to the needs of the sick poor. Occasionally, so-called dispensaries are opened in violation of the law, but where these have been reported the proprietors have been informed of the provisions of the Dispensary Law and the work has in all cases been discontinued. Some abuses in licensed dispensaries have been reported and investigated. Among these are exorbitant fees charged to the sick poor, and the admission to dispensaries of those who are able to employ physicians. This latter abuse, which is limited almost exclusively to some of the large dispensaries, tends to encourage misrepresentation on the part of applicants who are able to employ a physician, and to overcrowd the dispensary so that the needy poor fail to get such treatment as their condition requires. The rules of the Board are designed to correct these abuses.

DEPENDENT CHILDREN.

The number of dependent children whose care and training are intrusted to the private charitable institutions of the State as reported for September 30, 1909, was 34,328. These children were cared for in infant asylums, in homes for children, in boarding homes under the supervision of these institutions, or under the

supervision of placing-out and boarding-out agencies, and in private reformatories. They were distributed as follows:

In infant asylums	2,511
In homes for children	27,741
In boarding homes under the supervision of infant asylums	2,479
In boarding homes under the supervision of homes for children	955
In boarding homes under the supervision of placing- out and boarding-out agencies	28
In reformatories	614
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Total number reported	34,328
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The above number does not include the children, estimated at 4,000, who were cared for in institutions which do not receive public money and which have now no State supervision whatever. Including this number, there were at the close of the year approximately 38,328 dependent children in the State under private care.

HOMES FOR CHILDREN AND INFANT ASYLUMS.

The 121 homes for children and infant asylums with their 24 branches include:

- 28 homes, each accommodating less than 50 children.
- 30 homes, each accommodating between 50 and 100 children.
- 51 homes, each accommodating between 100 and 250 children.
- 21 homes, each accommodating between 250 and 500 children.
- 10 homes, each accommodating between 500 and 1,000 children.
- 5 homes, each accommodating more than 1,000 children.

Six of the above are established on the cottage plan. These care for between 100 and 500 children each.

During the year ending September 30, 1909, 19,133 children were received into, and 19,130 were discharged from these institutions.

The classification of the children admitted during the year ending September 30, 1909, on the basis of the manner of commitment is as follows:

Received by judicial commitment for destitution	361
Received by judicial commitment for improper guardianship	1,256
Received by judicial commitment for delinquency . . .	1,771
Received on commitment from poor-law officers	9,213
Received from parents or guardians	4,779
Otherwise received	1,753
Total	19,133

The children discharged from these institutions during the year are classified according to the manner of discharge as follows:

Returned to parents or guardians	12,697
Placed in free homes or transferred to placing-out agencies	1,811
Placed out for service	665
Died	2,255
Otherwise discharged	1,702
Total	19,130

Those remaining at the close of the year are classified on the basis of the manner of commitment as follows:

Received by judicial commitment for destitution	1,438
Received by judicial commitment for improper guardianship	4,217
Received by judicial commitment for delinquency . . .	1,743
Received on commitment from poor-law officers	18,639
Received from parents or guardians	5,897
Otherwise received	1,752
Total	33,686

The number under care in homes for children and infant asylums on September 30th of each year since 1904, also the number of these which had been retained for five years or more, are given in the following table:

	Number of insti- tutions.	Popu- lation.	Increase over previous year.	Retained for five years or more.
1905	119	30,247	77	4,356
1906	117	30,618	371	4,298
1907	120	31,943	1,325	4,290
1908	120	33,683	1,740	4,414
1909	121	33,686	3	4,533

Of the total number remaining in these institutions on September 30, 1909, 27,669 were maintained at public expense, 2,634 at the expense of the institutions, and 3,383 by relatives or friends.

Some of the infant asylums retain the children after they become of school age and provide kindergarten and primary school training for them. Of the 128 other homes for children, 109 provide schools within the institution, while 19 send their children to local public schools. In certain localities, the local boards of education supervise the work of the institutional schools and in some cases the teachers are provided by these boards. The character of the school work in some of these institutions is excellent, but in a large number of them the course of study is narrow and not practical. The industrial and physical training of the inmates of these homes varies according to the viewpoint of the managers of the several institutions and the limitations of financial support. Some institutions, through manual and industrial courses, give to the older children a training intended to prepare them for self-support when they are discharged. Others, more particularly the smaller ones, by an assignment of duties connected with the care of the institution, are training the boys and girls to some extent for usefulness. Many of the institutions, however, are without equipment or opportunities for training that will in any adequate sense develop manual and industrial capacity.

The present number of inspectors employed is not large enough to allow the assignment of one to examine institutional school work. The managers would welcome the criticisms and suggestions of a competent inspector of educational and industrial training, should the Legislature make appropriation for the salary of such an employee.

Insufficient provision is made in the counties outside of New York City for the care of delinquent children, especially boys under twelve years of age, and letters are frequently received at the office of the Board from magistrates asking where children of this class may be committed. Few homes for children will receive boys or girls committed for delinquency, the managers basing their refusal upon the ground that their facilities do not provide for the complete and continuous separation of the delinquent from the destitute class. To provide for this urgent need, there should be at least two homes in each judicial district of the State which will receive delinquent children of this class. Institutions established upon the segregated or cottage plan could easily make provision for them by reserving, for their use, one or more cottages.

REFORMATORIES.

In the seventeen private reformatories of the State there were at the end of the year 2,115 women, girls and boys. Of this number 614 were under 16 and 682 were between 16 and 21 years of age. The same need of educational, physical and industrial training is found in the institutions for juvenile delinquents as exists in the homes for destitute children, and it is noteworthy that an unusually large proportion of the inmates of reformatories are backward in the school classes. Satisfactory training in reformatories is frequently found to be difficult of accomplishment because of the diversified character of the inmates. A few of these institutions do not yet provide such classification as will permit the instruction and training of the inmates in accordance with their individual needs. The manual and industrial training given in some instances is not sufficiently broad to have any material and permanent influence on the inmates.

The infliction of punishment by deprivation of liberty is a function which is so liable to abuse if delegated to private corpo-

rations, that governmental authority in this country has insisted upon safeguarding the inherent rights of each individual. The Constitution declares no person "shall be deprived of life, liberty or the pursuit of happiness," except by due process of law, and no cruel or unusual punishment can be lawfully inflicted upon persons convicted of offences. The right of individuals to liberty is recognized and carefully guarded even in the Penal Code with its provisions for the punishment of crime and close definition of offences and penalties; but when the punitive function of the State is delegated to an individual, a society or corporation, there is danger of abuse, for then the reformatory process and the methods and degrees of punishment depend upon the judgment of private individuals, rather than upon the strict definitions and limitations of the Code. For these reasons while in the past the State in its reformatory work has made use of private organizations and their equipment, its ultimate aim should be entire maintenance and control of all institutions established for delinquents.

PLACING-OUT AGENCIES.

Six of the 16 placing-out and boarding-out agencies are connected with homes for children or infant asylums and two which maintain temporary homes for the children when received are included in the number of homes for children already given. The following statistics indicate the work performed by the sixteen placing-out agencies during the year ending September 30, 1909:

Number of children placed in free homes in New York State	823
Number placed in free homes outside of New York State	1,085
Number under supervision at the close of the year:	
In boarding homes in New York State.	3,462
In free homes in New York State.	3,069
In free homes outside of New York State	6,777
In temporary shelter.	116
	<hr/>
	13,424

The general character of the work of the placing-out agencies is good, there being attached to each of them trained visitors to investigate the prospective homes and to visit the children after being placed.

A number of other homes for children have done some placing-out work the statistics of which are not included above, but many such institutions transfer the responsibility of placing children in free homes to a regular placing-out agency. It appears from the reports of the Board's inspectors that the placing of children under five years of age in free homes is attended with more satisfactory results than follows the placing-out of older children, particularly those who have been inmates of institutions for a long time.

HOSPITALS.

The 160 hospitals under private management now subject to inspection by the Board are classified as follows:

General hospitals	129
Maternity hospitals	9
Eye and ear hospitals.....	5
Hospitals for incurables, epileptics or chronic cases....	5
Hospitals for children	4
Hospitals for consumptives	3
Hospitals for ruptured, crippled or deformed cases....	3
Hospital for Pasteur treatment.....	1
Hospital for contagious diseases.....	1

The total capacity of these hospitals is 14,550 and the number of patients cared for during the year ending September 30, 1909, was 182,443, of which 83,065 were paying patients, 61,348 public charges and 38,030 free patients. There were 10,191 patients remaining at the close of the year.

Within recent years the erection of new sanitary and fireproof buildings and a general improvement in the equipment has reduced materially the number of defects to be found in this class of institutions, and the facilities now provided in many of them are excellent. The administrative conditions are also, with few exceptions, good.

HOMES FOR THE AGED.

A large proportion of the homes for the aged located in New York State are supported entirely by private charity, and are therefore not subject to inspection by this Board. Of the 1,631 inmates cared for in the twenty institutions of this character under the supervision of the Board during the year ending September 30, 1909, only 604 were maintained at public expense. The general condition of these homes is creditable, and a number of improvements in fire protection have been made recently. These institutions provide more homelike surroundings for the aged than are found ordinarily in almshouses. Although a number of homes for aged men and women have been incorporated within the past few years, the present capacity is not sufficient to provide for all who seek admission. This condition exists more particularly in the eastern part of the State. The Board, therefore, acts favorably upon applications for the incorporation of homes of this character when the circumstances give reasonable assurances of success.

FRESH AIR HOMES.

The twelve fresh air homes which are in receipt of public money provide accommodations for 3,891 inmates at one time. On account of frequent changes in population several times this number are benefited in one season. Eight of these are connected with homes for children and are primarily for the benefit of inmates of those institutions. Four are in receipt of public money for the maintenance, for brief periods, of sick poor children who, with or without their mothers, are sent to them as needing country or seaside air, rest, and, not infrequently, medical treatment. The management of these homes generally is good, and physicians or nurses are usually present. One of these charities, St. John's Guild, maintains a steamer making daily trips in New York Harbor and a well-equipped hospital at New Dorp, Staten Island. The most serious defect in this class of institutions is in fire protection, owing to the fact that most of the buildings occupied are of nonfireproof construction and many of them are of wood. It is suggested that concrete buildings for this class of work would be safer and, at the same time, provide better protection than do the frame buildings now so much used.

TEMPORARY HOMES.

Seven temporary homes which are located in New York City are connected with placing-out agencies, their object being to provide for the temporary care of boys before being placed out in free homes or otherwise disposed of. Some of these homes maintain, at low cost, boarding homes for young men or young women who are unable because of low wages to pay a higher price for maintenance. Others furnish shelter for women who are temporarily out of employment or in need. The number of inmates cared for during the year was 12,721, and the number remaining at the end of the year was 1,525.

INDUSTRIAL SCHOOLS.

The industrial schools under the supervision of the State Board of Charities in the boroughs of Manhattan, Brooklyn and Bronx, New York City, are in the poorer sections of the city, where the public schools are overcrowded. Some of the children attending these private day schools are of foreign birth and have but little command of the English language, and a large number who are native born are of foreign parentage. The course of training given in these schools consists largely of kindergarten and primary school work. The industrial trades introduced include such simple occupations as chair-caning, basket-making, sewing and cooking. Many of the buildings occupied are fairly satisfactory for the work undertaken, but in some of them the light and ventilation are poor and the fire protection is unsatisfactory. The total number enrolled in these schools during the past year was 19,920, and the average daily attendance was 11,200.

NEW INCORPORATIONS.

During the year 1909, pursuant to the provisions of section 9 of chapter 57, Laws of 1909, constituting chapter 55 of the Consolidated Laws, the Board approved the incorporation of the following institutions, societies and associations:

1. "Buffalo Association for the Relief and Control of Tuberculosis," principal office, Buffalo, N. Y. Incorporated for "The study of the conditions and causes which give rise to tuberculosis;

the establishment of dispensaries for the relief and care of tuberculosis; the establishment of day camps for the relief and care of tuberculosis; the establishment of class systems for the relief and care of tuberculosis; procuring the enactment and enforcement of laws and ordinances concerning the reporting of cases of tuberculosis by physicians; to give aid and support to the Department of Health in efforts to prevent the spread of tuberculosis; to encourage and aid in every possible manner the establishment of a municipal hospital for the care of favorable cases of tuberculosis; in every possible, legitimate way to aid and encourage efforts for the more efficient control and relief of tuberculosis." Approved January 13, 1909.

2. "Central Federation of Labor Tuberculosis Pavilion," principal office, Albany, N. Y. Incorporated for "the erection, establishment and maintenance of a hospital for the curative treatment of persons affected with tuberculosis. The institution conducted by the corporation is not to receive patients through the charities department of any city." Approved January 13, 1909.

3. "Har Moriah Hospital of the Galician and Bucovinaen Federation," principal office, city and county of New York. Incorporated for "the erecting, conducting, maintaining and operating a hospital and free dispensary in conjunction therewith, for the medical and surgical treatment of sick and injured persons, and such corporation may acquire the necessary real estate to maintain such hospital and dispensary." Approved January 13, 1909.

4. "The Howe Eye Hospital," principal office, Buffalo, N. Y. Incorporated for "the relief of the worthy poor who suffer from diseases of the eye, and the advancement of the science of ophthalmology." Approved January 13, 1909.

5. "The Maternity Aid Society," principal office, Borough of Manhattan, New York City. Incorporated "To care for and treat during pregnancy or after delivery women pregnant with child who are poor and destitute, by furnishing medical treatment for said women and children, also provide food, fuel and clothing for them without asking or receiving compensation therefor, from said destitute women." Approved January 13, 1909.

6. "Mount St. Mary's Hospital of Niagara Falls," principal office, Niagara Falls, N. Y. Incorporated "to establish and maintain an institution or institutions for the treatment and care of the sick, and to establish and maintain a school or schools for the training of nurses for the care of the sick." Approved January 13, 1909.

7. "New York Probation Association," principal office, city and county of New York. Incorporated "First: To maintain a home or homes for persons released from the courts on probation, or paroled in the custody of probation officers. Second: To encourage the development of the probation system and to assist in other ways in the reformation of offenders and the prevention of crime." Approved January 13, 1909.

8. "St. Joseph's Maternity Hospital of Troy," principal office, Troy, N. Y. Incorporated "to establish and maintain at the city of Troy, N. Y., a maternity hospital to be used and maintained for the care, reception, maintenance, medical aid and treatment of women during and succeeding pregnancy whether such women are with or without means to properly care for themselves during such period." Approved January 13, 1909.

9. "The Swedish Augustana Home for the Aged," principal office, Borough of Brooklyn, New York City. Incorporated "to establish and maintain a home or homes where worthy aged people of both sexes of Swedish birth or parentage who are Protestants and accept the Bible as the rule of faith, may receive proper care and support, and to this end it shall acquire by purchase or otherwise, and hold all real estate and building or buildings necessary for the purpose." Approved January 13, 1909.

10. "The Frances Elliott Austin Maternity Hospital and Infant Home," principal office, Albany, N. Y. Incorporated for the "purpose of erecting, establishing and maintaining a lying-in hospital for the reception, aid, medical and surgical treatment and care of pregnant women and girls and of children, and for such other purposes as are or may be lawfully performed and rendered by such hospital, pursuant to the provisions of said membership corporation laws." Approved February 10, 1909.

11. "Neurological Institute of New York," principal office, Borough of Manhattan, New York City. Incorporated for "(1)

The care and treatment of persons afflicted with diseases of the nervous system, particularly the so-called functional nervous diseases. Mental disorders, transitory and curable, are included under the heading of nervous diseases. (2) The training and education of physicians and nurses in the interpretation and treatment of nervous diseases. (3) To erect, establish and maintain a hospital for the care and treatment of persons afflicted with the diseases above mentioned." Approved April 19, 1909.

12. St. Mary's Hospital at Amsterdam," principal office, Amsterdam, N. Y. Incorporated "to establish and maintain at the city of Amsterdam, Montgomery county, N. Y., a hospital and dispensary to be used and maintained for the care, reception, maintenance, medical and surgical aid and treatment without charge of persons needing medical and surgical advice and treatment according to the resources of the corporation, as well as of persons who may desire medical and surgical advice, aid and treatment who are willing and able to compensate the corporation therefor." Approved April 14, 1909.

13. "The Washington County Home for Aged Women," principal office, Argyle, N. Y. Incorporated for "the care of aged, indigent and infirm persons." Approved April 14, 1909.

14. "The Brooklyn Hebrew Dispensary Society," principal office, Borough of Brooklyn, New York City. Incorporated "to establish and maintain a dispensary where poor persons of ill health may come for medical treatment and advice." Approved June 10, 1909.

15. "The Buffalo Columbus Hospital," principal office, Buffalo, N. Y. Incorporated "for the purpose of establishing, maintaining and managing a hospital, infirmary or dispensary for invalids or indigent persons for the purpose of giving medical and surgical aid to all persons requiring the same, including the worthy and indigent poor." Approved June 10, 1909.

16. "The Home for Aged Men, Schenectady," principal office, Schenectady, N. Y. Incorporated "for erecting, establishing and maintaining a Home for Aged Men, after reaching a certain age,

and for the purpose of maintaining them, in all respects, from time of their entering said Home, until the end of their natural life." Approved June 10, 1909.

17. "The Home for Aged Women of Niagara County, N. Y.," principal office, Niagara Falls, N. Y. Incorporated "to provide a nonsectarian home for aged women, residents of the county of Niagara, State of New York, who shall be deemed worthy and qualified under the constitution, by-laws and rules of said corporation, and to acquire and hold real estate and personal property deemed necessary or expedient therefor." Approved June 10, 1909.

18. "The Hospital of the Holy Family," principal office, Borough of Brooklyn, New York City. Incorporated for "the establishing and maintaining of a hospital for the aid and support of indigent sick." Approved June 10, 1909.

19. "The Jewell Day Nursery," principal office, Borough of Manhattan, New York City. Incorporated "to care for young children during the day whose mothers are obliged to work to support their families, and for that purpose to acquire, hold and dispose of any property necessary or desirable therefor, and to do all acts lawful or expedient to be done for the purposes aforesaid." Approved June 10, 1909.

20. "The Rome Home," principal office, Rome, N. Y. Incorporated "for the protection, assistance and support wholly or in part, of respectable aged, indigent or infirm people." Approved June 10, 1909.

21. "Seton Home of the Sisters of Charity of Saint Vincent de Paul," principal office, Troy, N. Y. Reincorporated for "the moral improvement of and to extend charity and benevolence to young women and to ameliorate the condition and promote the interests of young women, and, by a day nursery, to assist, care for and promote the culture, interests and moral welfare of children of both sexes." Approved June 10, 1909.

22. "South Shore Hospital Association," principal office, Freeport, N. Y. Incorporated for "The erection and maintenance of a hospital and dispensary, reception, care, maintenance, giving of

medical and surgical advice, aid and treatment to persons in indigent circumstances, and others afflicted with maladies, or physical injuries, or physical weaknesses, or deformities, or infirmities." Approved June 10, 1909.

23. "Holiday Farm," principal office, Rhinecliff, N. Y. Incorporated "for the charitable object and purpose of maintaining a home for the reception and temporary treatment of indigent or destitute sick, invalid and convalescent children." Approved July 14, 1909.

24. "Bethesda Home of Troy, N. Y.," principal office, Troy, N. Y. Incorporated "to maintain a home for Protestant women and girls, who for any cause may be in need of aid." Approved October 13, 1909.

25. "Hebrew Day Nursery of New York," principal office, Borough of Manhattan, New York City. Incorporated "to conduct and maintain for the poor Jewish children of the lower East Side of the Borough of Manhattan, city of New York, who are either fatherless or motherless, a day-nursery and kindergarten where such children may be cared for, fed, clothed and instructed during the day while their parents are at work." Approved October 13, 1909.

26. "Newburgh Tuberculosis Sanatorium," principal office, Newburgh, N. Y. Incorporated "for the purpose of organizing, establishing, maintaining and conducting a sanatorium, hospital and camps for the care and treatment of persons threatened with or suffering from tuberculosis, and for such purpose to acquire by grant, gift, purchase, devise or bequest, to hold and to dispose of such real and personal property as the purposes of the corporation shall require, subject to such limitations as may be prescribed by law." Approved November 17, 1909.

27. "The Southampton Hospital Association," principal office, town of Southampton, Suffolk county, N. Y. Incorporated "to establish and maintain a general hospital at Southampton, Suffolk county, New York, and to receive, collect and hold either by gift, bequest, devise or otherwise, funds and property, either real or

personal, and to use and disburse the same in furtherance of the objects of the said corporation." Approved November 17, 1909.

28. "The Lakeview Home," principal office, Borough of Richmond, New York City. Incorporated "to conduct and maintain a home for wayward girls and unmarried mothers and their infants under the auspices of The New York Section of the Council of Jewish Women." Approved November 17, 1909.

29. "New York Nursery and Child's Hospital," principal office, city, county and State of New York. Formed by the consolidation of the Nursery and Child's Hospital, and the New York Infant Asylum. Incorporated for "the maintenance and care of the children of wet nurses and the daily charge of infants whose parents labor away from home; the maintenance of a home for illegitimate children and a lying-in asylum, and receiving and taking charge of foundlings and other infant children of the age of two years and under, which may be entrusted to its charge, and to provide for their support and moral, physical, intellectual and industrial education, and providing such lying-in wards and methods of care and guidance as shall tend to prevent the maternal abandonment of homeless infants and diminish the moral dangers and personal sufferings to which homeless mothers are exposed; procuring the adoption of suitable foster parents for such children as may properly be adopted out; the establishment and maintenance of schools and exercising and enjoying each and every power and privilege" heretofore enjoyed by the Nursery and Child's Hospital and the New York Infant Asylum. Approved November 17, 1909.

The following applications for the approval of certificates of incorporation were presented for consideration by the Board, and after investigation were disapproved:

1. East New York Maternity Hospital. Disapproved January 13, 1909.

2. New York Mission and Home for Homeless Boys. Disapproved January 13, 1909.

3. Society for Aiding the Sick of East New York. Disapproved January 13, 1909.

DISPENSARIES LICENSED DURING THE YEAR.

Article 15 of chapter 57 of the Laws of 1909, the State Charities Law, constituting chapter 55 of the Consolidated Laws, provides that the licensing of dispensaries in this State shall be one of the duties of the State Board of Charities. In the performance of this duty the following licenses were granted by the Board during the year 1909:

1. The Dispensary of Har Moriah Hospital of the Galician and Bucovinaen Federation, 138-140 Second street, Borough of Manhattan, New York City. Granted April 14, 1909.

2. Calvary Methodist Episcopal Church Dispensary, 211 West 129th street, Borough of Manhattan, New York City. Granted June 10, 1909.

3. The Homeopathic Hospital Dispensary, 163 North Pearl street, Albany, N. Y. Granted June 10, 1909.

4. The Tuberculosis Dispensary, 165 Swan street, Buffalo, N. Y. Granted October 13, 1909.

The following application for a dispensary license was not approved:

1. The Williamsburg Jewish Mission Dispensary. License refused June 10, 1909.

In all cases where applications were made to the State Board of Charities for the approval of a certificate of incorporation or for a license to establish a dispensary within the city of New York or its immediate vicinity, public hearings have been held at the Eastern Inspection District Office in New York City in order to give all interested persons an opportunity to be heard. Several applications were withdrawn after objections had been filed with the Board. Other applications are pending for further consideration into their merits.

PLANS APPROVED.

During the past year the Board approved plans and specifications for new buildings and improvements in connection with municipal or county charitable institutions with the proviso in each case that the expense should not exceed the appropriation therefor, as follows:

1. Department of Public Charities of the city of New York. Pavilion for tuberculosis patients, Metropolitan Hospital on Blackwell's Island. Approved January 13, 1909.

2. Rensselaer County Hospital for Tuberculosis. Approved February 10, 1909.

3. Newburgh City Home. Approved April 14, 1909.

4. Annex to Kings County Hospital, Borough of Brooklyn, New York City. Approved April 14, 1909.

5. Bradford Street Hospital, Brooklyn, N. Y. Approved June 10, 1909.

6. New York City Home for the Aged and Infirm, Brooklyn; additional plumbing. Approved June 10, 1909.

7. Westchester County Hospital, East View, N. Y. Nursery building and addition to hospital. Approved July 14, 1909.

THIRTY-SIXTH NATIONAL CONFERENCE OF CHARITIES AND CORRECTION.

The Thirty-sixth National Conference of Charities and Correction convened in Buffalo, N. Y., June 9 to 16, 1909, with the Hon. Ernest P. Bicknell, Chicago, Ill., as President. More than 600 delegates were in attendance; they represented philanthropic activities in all the States and territories, and delegates were present from Great Britain, Canada, Cuba and the Philippines.

The papers presented were admirable in character and covered many matters of special interest to the public. Prominence was given to the treatment of defectives, the general interests of State institutions and to the work of child saving, correctional work especially. The tramp problem received earnest consideration and the discussion thereon showed that the farm colony method of treatment is favored.

The State Board of Charities of this State was represented at the Conference by the President, the Vice-President, a majority of the Commissioners and the Secretary.

The Thirty-seventh National Conference of Charities and Correction will be held in St. Louis, Mo., in May, 1910. The officers elected are: President, Miss Jane Addams, Chicago, Ill.; First Vice-President, F. H. Nibecker, Glen Mills, Pa.; Second Vice-President, Ansley Wilcox, Buffalo, N. Y., and Third Vice-President, Judge W. H. DeLacy, Washington, D. C.

TENTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

The Tenth New York State Conference of Charities and Correction convened in the Senate Chamber at the Capitol, Albany, N. Y., November 16, 1909, and continued its sessions on the 17th and the 18th. Hon. Mornay Williams, of New York City, was the President of the Conference. This Board was represented by the President, the Vice-President, a majority of the other Commissioners and the Secretary.

Over eight hundred persons were in attendance. An exhibit which several thousand persons examined formed an interesting and instructive feature of the Conference. This exhibit was displayed in the Senate lobbies, and consisted in part of articles manufactured in various public and private charitable institutions. In addition there was a special display by the State Charities Aid Association in co-operation with the State Department of Health, of pictures, cards, photographs, etc., illustrative of the dangerous character of tuberculosis and of the methods employed to prevent its spread. The site of Letchworth Village was shown by photographs and maps, as was also the site of the New York State Training School for Boys.

The Conference laid special emphasis upon the preventive side of charitable and correctional work, and other matters related to the public welfare. The program included papers and addresses upon "Public Institutions," "State Provision for the Feeble-Minded," "The Relation of Boards of Managers to the Institutions and to the Public," "Child Desertion," "Former Failures and Present Success in the Institutional Training of Girls," "Boarding-out Children," "Social Insurance," "Co-ordinating Legislation," and "The Prevention of Tuberculosis."

The full report of the Conference will be found among the appended papers of this report.

The officers for the Eleventh Conference, which will meet in Rochester in November, 1910, are as follows: President, George A. Lewis, Buffalo; First Vice-President, Mrs. Max Landsberg, Rochester; Second Vice-President, Homer Folks, New York City; Third Vice-President, Patrick J. Carlin, Brooklyn; Secretary, Frank E. Wade, Buffalo; Treasurer, Frank Tucker, New York City.

THIRTY-NINTH ANNUAL CONVENTION OF THE COUNTY SUPERINTENDENTS OF THE POOR.

The Thirty-ninth Annual Convention of the County Superintendents of the Poor of the State of New York was held at Thousand Island Park, Jefferson county, N. Y., June 22-25, 1909. It brought together a large and representative gathering of county superintendents of the poor, supervisors, officers of institutions and others interested in the care of the poor.

The President of the Convention was William H. Townsend, of Yates county. The papers presented related to the problems connected with public relief and the operations of the State Poor Law; consideration was given also to the prevention and treatment of tuberculosis, moral and social prophylaxis, and to the care of delinquents. An address on "Progress in the Methods of Almshouse Administration" was delivered by President William R. Stewart, who attended the Convention with the Secretary, the Superintendent of State and Alien Poor, and the Statistician to represent the Board.

The full proceedings appear with the appended papers of this report.

THE CHARITABLE LEGISLATION OF 1909.

Several important bills affecting charitable and correctional work in this State were introduced during the legislative session of 1909, and with the approval of the Governor became laws. Among the more important of these measures were the following:

Chapter 55 of the Consolidated Laws is the former State Charities Law with other laws incorporated so as to bring together the general laws of the State which have to do with charity. This chapter will form the basis for subsequent legislation, and when properly amended will contain in a single chapter all laws germane to the supervision and control of the charitable and reformatory institutions which in the contemplation of the Constitution are to be subject to the visitation and inspection of the State Board of Charities.

Assembly bill No. 129, introduced by Mr. Lowman, became chapter 6, and authorized the city of Elmira to accept as a gift

from Charles E. and Alice Spaulding Rapelyea, about eleven acres of land in the town of Elmira, together with a hospital thereon fully equipped for the treatment of pulmonary tuberculosis, upon the following conditions, viz.: First. That the same be maintained from the public funds of the city of Elmira. Second. That the same shall be free to the citizens of Elmira, except that the city may receive compensation for the care of patients who are able to pay therefor. Third. That if the same should at any time cease to be maintained by the city as a tuberculosis hospital, it shall revert to the donors. The name of the institution is to be "The Elmira City Tuberculosis Sanatorium," and its management is entrusted to a board of seven members, of which the mayor and health officer of the city are to be ex-officio members, and one member must be a physician.

Senate bill No. 405, introduced by Mr. Ramsperger, became chapter 115, and authorized the city of Buffalo to construct, equip and maintain municipal hospitals, either within or outside its limits, for the exclusive care and treatment of persons afflicted with incipient tuberculosis. To raise the necessary funds, the city may issue from time time four per cent. bonds not to exceed \$200,000 in the aggregate.

Senate bill No. 404, introduced by Mr. Ramsperger, became chapter 116, and gave the city of Buffalo authority to construct, equip and maintain municipal hospitals for the care and treatment of persons afflicted with infectious or contagious diseases other than consumption, and also authorized the issuance of bonds for this purpose, not exceeding \$200,000 in the aggregate.

Assembly bill No. 712, introduced by Mr. Thorn, became chapter 128, and allows the board of supervisors of Erie county to fix the salaries of the deputy superintendent of the poor, the inspector, the record clerk and the secretary. Previously these salaries were fixed by statute.

Senate bill No. 446, introduced by Mr. Davis, became chapter 149, and amended sections 42, 45, 46, 48, 49, 50, 51, 102, 104, 110, 116, 130, 139, 154 and 223 of the State Charities Law, as follows: In sections 42, 45, 46, 48, 49, 50 and 51, which are among those providing for the regulation of State charitable institutions, wherever the words "State charitable institutions, the

New York State School for the Blind and the Elmira Reformatory" occur, the words "State institutions reporting to the Fiscal Supervisor" are substituted. In section 45 the obsolete matter relating to the transfer of the employees in the bureau of charitable institutions in the State Comptroller's office, to the office of the Fiscal Supervisor, April 1, 1902, is stricken out. Section 102 originally provided for the approval of plans for new buildings and improvements at the Craig Colony for Epileptics, by the State Board of Charities; as amended, such plans are referred to the building commission, consisting of the Governor, the President of the State Board of Charities and the Fiscal Supervisor. In section 104, the original requirement that the Colony shall "report to the State Board of Charities," and this Board in turn report to the Legislature regarding such colony, is amended by substituting the word Legislature for the State Board of Charities, thus requiring the Colony to report directly. Section 110 was amended by requiring the approval of the Fiscal Supervisor to bills for support of State patients. In section 116 the Fiscal Supervisor was substituted for the State Board of Charities and he may approve expenditures from the fund composed of the receipts from sales of home products of the Colony. Section 130 had West Haverstraw substituted for Tarrytown as the location of the New York State Hospital for the Care of Crippled and Deformed Children. Section 139 had the Fiscal Supervisor substituted for the Comptroller, to whom the managers of the above hospital must report when required. Section 154 had the name State Board of Charities stricken out, and, as amended, the New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis must report directly to the Legislature instead of reporting to the Board as formerly. In section 223, the last sentence—"Such boards of managers (referring to the managers of the New York State Reformatory for Women and of the Western House of Refuge for Women) shall fix the compensation of the officers and employees of the institution under their charge"—was amended by appending thereto the words, "in the manner provided in section seventeen of the State Finance Law."

Senate bill No. 483, introduced by Mr. Allds, became chapter 157 and amends section 4 of the Insanity Law by increasing the salary of the medical inspector from \$5,000 to \$5,500.

Assembly bill No. 750, introduced by the Committee on Public Health, became chapter 171 and amended section 319 of the Public Health Law, relative to consents requisite for the establishment of hospitals for the treatment of pulmonary tuberculosis. As amended, the section provides as follows:

§ 319. **Consents requisite to the establishment of hospitals or camps for the treatment of pulmonary tuberculosis.**—A hospital, camp or other establishment for the treatment of patients suffering from the disease known as pulmonary tuberculosis shall not be established in any town by any person, association, corporation or municipality except when authorized as provided by this section. The person, association, corporation or municipality proposing to establish such a hospital, camp or other establishment shall file with the state commissioner of health a petition describing the character thereof, stating the county and town in which it is to be located and describing the site in such town for such proposed hospital, camp or other establishment, and requesting the commissioner to fix a date and place for a hearing on such petition before the state commissioner of health and the local health officer, who shall constitute a board to approve or disapprove the establishment of such hospital, camp or other establishment in accordance with such petition. The state commissioner of health shall fix a date and place for a hearing on such petition, which date shall be not less than thirty nor more than forty days after the receipt thereof. A notice of such hearing specifying the date and place thereof and briefly describing the proposed site for such hospital, camp or other establishment shall be mailed to the person, association, corporation or municipality proposing to establish the same and to the health officer and each member of the board of health of the town in which it is proposed to establish such hospital, camp or other establishment at least twenty days before the hearing, and also publish twice in a local newspaper of the town, or if there is no such paper published therein, then in the newspapers of the county designated in pursuance of law to publish the session laws. At the time and place fixed for such hearing the state commissioner of health and the local health officer shall hear the petitioner and any person who desires to be heard in reference to the location of such hospital, camp or other

establishment, and they shall within thirty days after the hearing, if they are able to agree, approve or disapprove of the location thereof and shall notify the person, association, corporation or municipality of their determination. The determination of the state commissioner of health and local health officer shall be final and conclusive; but if within thirty days after the hearing they are unable to agree they shall within such thirty days notify the person, association, corporation or municipality proposing to establish such hospital, camp or other establishment that they are unable to agree. Within ten days after the receipt of such notice, such person, association, corporation or municipality may file in the office of the state commissioner of health a request that the petition be referred to a board consisting of the lieutenant-governor, the speaker of the assembly and the state commissioner of health. Such officers shall approve or disapprove of the proposed location of such hospital, camp or other establishment after a hearing of which notice shall be mailed to the person, association, corporation or municipality proposing to establish the same and to the health officer and to each member of the board of health of the town, or without a hearing, upon the evidence, papers and documents filed with the state commissioner of health or that may be submitted to them, as the board shall determine. They shall make their determination within thirty days after the request for such submission has been filed in the office of the state commissioner of health and cause a copy thereof to be mailed to the person, association, corporation or municipality proposing to establish such hospital, camp, or other establishment and to the health officer of the town in which it is proposed to establish the same. Such determination shall be final and conclusive.

Senate bill No. 547, introduced by Mr. Allen, became chapter 197, and provides as follows:

Section 1. Any person who has been an actual resident and inhabitant of either the cities or the several towns within the county of Rensselaer for one year or more prior to the making of the application hereinafter provided to be made in order to receive the benefits for which this act is designed, and who suffers from tuberculosis, in either its incipient or advanced form, may become a pay patient in the new hospital building to be built and main-

taned by the county of Rensselaer in conjunction with its House of Industry, by whatsoever name such hospital building may be known, by filing with the acting superintendent of the poor of the county a written application, upon a form furnished by him for such purpose; and, provided, it shall satisfactorily appear to such acting superintendent of the poor by a written certificate of the physician in charge of the House of Industry that such applicant is suffering from tuberculosis and that the applicant comes within the provisions of this act, and that his or her admission to such institution as a pay patient at that time will not inconvenience or exclude therefrom any indigent poor person then a patient, or likely to become a patient therein, such acting superintendent of the poor may admit, as hereinafter provided, such applicant to said hospital for care and treatment for tuberculosis. No pay patient shall be accepted, or if accepted, be retained in such hospital to the exclusion of any indigent poor person committed as a public charge and who may at such time be in need of treatment therein.

§ 2. Before such person be admitted as a patient for treatment in such hospital, he or she, or some person in his or her behalf, shall contract with the acting superintendent of the poor as to the amount to be paid for the care, support and maintenance of such patient and such acting superintendent of the poor shall fix the charge therefor, having in mind the ability of the patient to pay and the probable cost to the county for his or her care and treatment.

§ 3. The charge in the first instance for the care and treatment of any person admitted to such hospital as a pay patient, under the provisions of this act, shall be against the city or the town which would be liable for the care, maintenance and support of such person as an indigent poor person, and the money agreed to be paid for his or her care and support therein shall be paid to the acting superintendent of the poor, who shall monthly pay over such money so received by him to the county treasurer of the county, to be by said county treasurer credited to the city or town against which said patient is a charge.

§ 4. Annually the acting superintendent of the poor shall report to the board of supervisors of the county the name and address

of each patient cared for and maintained in such hospital as a pay patient, and the amount of money received from such patient, together with the probable cost of his or her care and maintenance.

§ 5. All acts or parts of acts inconsistent with the provisions of this act so far as the same relate to the county of Rensselaer, are hereby repealed.

Senate bill No. 74, introduced by Mr. Brough, became chapter 217 and amends subdivision 1 of section 483 of Code of Criminal Procedure by providing that "any minor child" (instead of "any child under sixteen years," as in the old law) placed on probation, must, when practicable, be placed with a probation officer of the same religious faith as that of the child's parents.

Assembly bill No. 240, introduced by Mr. J. S. Phillips, became chapter 240, and amended several of the Consolidated Laws and the Civil and Criminal Codes. It amended sections 130, 214, 255 and 326 of the State Charities Law and section 123 of the Insanity Law by supplying the proper words to make the original meaning clear.

Senate bill No. 707, introduced by Mr. Wainwright, became chapter 245 and authorized the town board of the town of Rye, Westchester county, to appropriate to the Ladies' Hospital Association of Port Chester, a sum not exceeding \$1,500 annually for the care and maintenance of indigent persons, actual residents of said town as may need hospital treatment.

Senate bill No. 616, introduced by Mr. Cobb, became chapter 249 and legalized the action of the common council of the city of Fulton in submitting to the voters of the city a proposition to raise by general tax annually \$1,500 for the support of the Fulton City Hospital.

Assembly bill No. 1127, introduced by Mr. Phillips, became chapter 258, and renumbered certain articles and sections of the State Charities Law.

Assembly bill No. 863, introduced by Mr. C. F. Murphy, became chapter 278, and amended subdivision 1 of section 484 of the Penal Law by adding kinetoscope or moving picture performance to the places which children are prohibited from entering, and

otherwise broadening the scope of the law. As amended, the subdivision reads as follows:

A person who:

"1. Admits to or allows to remain in any dance-house, concert saloon, theatre, museum, skating rink, kinetoscope or moving picture performance, or in any place where wines or spirituous or malt liquors are sold or given away, or in any place of entertainment injurious to health or morals, owned, kept, leased, managed or controlled by him or by his employer, or where such person is employed or performs such services as doorkeeper or ticket seller or ticket collector, any child actually or apparently under the age of sixteen years, unless accompanied by its parent or guardian; or,"

* * * * *

is guilty of a misdemeanor.

Assembly bills Nos. 915 and 916, introduced by Mr. C. F. Murphy, became chapters 279 and 280, respectively, and amended the Penal Law by adding new sections in relation to immoral plays and exhibitions and the use and leasing of real property therefor, and in relation to indecent prints and pictures in public places, as follows:

§ 1140-a. Any person who as owner, manager, director or agent or in any other capacity prepares, advertises, gives, presents or participates in any obscene, indecent, immoral or impure drama, play, exhibition, show or entertainment, which would tend to the corruption of the morals of youth or others, and every person aiding or abetting such act, and every owner or lessee or manager of any garden, building, room, place or structure, who leases or lets the same or permits the same to be used for the purposes of any such drama, play, exhibition, show or entertainment, knowingly, or who assents to the use of the same for any such purpose, shall be guilty of a misdemeanor.

§ 1141-a. Any person who shall expose, place, display, post up, exhibit or paint, print or mark, or cause to be exposed, placed, displayed, posted, exhibited or painted, printed or marked in or on any building, structure, billboard, wall or fence, or on the street, or in or upon any public place, any placard, poster, bill or picture, or shall knowingly permit the same to be displayed on property be-

longing to or controlled by him, which placard, poster, bill or picture shall tend to demoralize the morals of youth or others or which shall be lewd, indecent, or immoral, shall be guilty of a misdemeanor.

Assembly bill No. 970, introduced by Mr. Waters, became chapter 282 and amended section 2189 of the Penal Law in relation to minimum terms of indeterminate sentences. The section now provides as follows:

§ 2189. A person never before convicted of a crime punishable by imprisonment in a state prison, who is convicted in any court in this state of a felony other than murder first or second degree, and sentenced to a state prison, shall be sentenced thereto under an indeterminate sentence, the minimum of which shall not be less than one year, or in case a minimum is fixed by law, not less than such minimum; otherwise, the minimum of such sentence shall not be more than one-half the longest period and the maximum shall not be more than the longest period fixed by law for which the crime is punishable of which the offender is convicted. The maximum limit of such sentence shall be so fixed as to expire during one of the following months: April, May, June, July, August, September and October.

Senate bill No. 785, introduced by Mr. Holden, became chapter 336, and amended section 3 of chapter 104 of the laws of 1902 incorporating the Syracuse Hospital for Women and Children, by extending the corporate purposes of the hospital to include "the care and treatment, in portions of said hospital, of special diseases in persons of both sexes."

Assembly bill No. 803, introduced by Mr. Edwards, became chapter 339 and amended the State Charities Law by adding thereto a new section in relation to the detention and discharge of inmates at the Rome State Custodial Asylum. The section in full reads as follows:

§ 95. The following procedure for the detention and discharge of inmates in the Rome State Custodial Asylum is hereby provided:

1. The Rome State Custodial Asylum shall receive, when it has accommodations therefor, such persons of the class designed to be maintained in said asylum, as shall be duly committed

thereto in accordance with the provisions of law and the rules and regulations of said asylum, and it shall be the duty of said asylum, and for that purpose it is hereby vested with the authority to detain all such persons so committed, including the right to arrest and return any who may escape therefrom, until discharged by the board of managers of said asylum, or by an order of the supreme court of the state of New York, obtained as hereinafter provided.

2. Any inmate of said institution, or any person or corporation interested in any inmate as next of kin, or otherwise, may apply to the board of managers for the discharge of such inmate, by presenting to the said board of managers a petition in writing, duly verified as a pleading in the supreme court, which petition shall set forth the interest of the petitioner in the inmate, if the same is presented by any other person than the inmate, the grounds or reasons for asking for such discharge and the home, place or surroundings in which it is proposed or intended to place the said inmate, if discharged, and such other facts as may tend to throw light upon the subject of the application.

3. Such petition may be presented at any legally constituted meeting of the board of managers of said asylum, and shall be acted upon by the board at such meeting, or as soon thereafter as practicable, and the prayer of the petition shall be either granted or refused by the said board of managers.

4. In case the said petition for discharge is denied, the action of the board of managers shall be expressed in a resolution to be adopted by the said board, and said resolution shall embody the grounds or reasons of said board for refusing to grant such discharge, and a copy of such resolution shall be mailed or delivered forthwith to the petitioner, or the attorney presenting the petition to the board.

5. At any time within thirty days after the mailing or delivery of said resolution, as prescribed in the last paragraph, the petitioner may cause a notice in writing to be served upon the superintendent of the said asylum and the attorney-general of the state of New York, to the effect that the said action of the board of managers shall be reviewed by the supreme court of the state of New York at a special term thereof to be held in the judicial

district in which the said asylum is located, not less than eight days after such notice is served, and the notice served upon the attorney-general shall be accompanied by true copies of all papers used upon the application before the board, and of the resolution adopted by the board on said application, and any other papers or documents intended to be presented to the court upon said hearing.

6. Upon receipt of such notice and papers, it shall be the duty of the attorney-general to appear in said proceeding and upon said hearing in court, on behalf of the state of New York, and to render such legal service and give such counsel as may be necessary to fully advise the court and protect the interests of the state of New York in the premises.

7. The superintendent and the board of managers of said asylum shall furnish to the attorney-general, upon his application, any information, facts or data in their possession, which he may require to use upon said hearing.

8. The order granted by the court upon such hearing shall be entered in the office of the clerk of the county of Oneida, and a certified copy thereof furnished to the superintendent of the said asylum, and shall be recorded in the records of the said asylum, and the said inmate shall be discharged or detained according to the terms of said order.

Assembly bill No. 1203, introduced by Mr. Callan, became chapter 340, and amended subdivision 1 of section 204 of the State Charities Law relative to the control of inmates paroled or discharged from the New York State Training School for Girls, by adding at the end of the subdivision the following:

“Every such female shall continue to be a ward of such institution until she becomes of the age of twenty-one years, notwithstanding her parole or discharge therefrom, and it shall be the duty of said board of managers to continue to exercise over her such control as may be necessary for her welfare during her said minority as a ward of said institution; and if deemed by said board of managers necessary for her welfare or for her protection from evil associations or companionship, said board may return her temporarily to said institution at any time during her said minority. If any such female shall marry during her said minority such wardship shall thereupon terminate.”

Assembly bill No. 1488, introduced by Mr. Whitney, became chapter 341, and amended the County Law by adding ten new sections relative to the establishment and management of county hospitals for the care of persons afflicted with tuberculosis, as follows:

§ 45. Establishment of county hospital for tuberculosis.— The board of supervisors of any county shall have power by a majority vote to establish a county hospital for the care and treatment of persons suffering from the disease known as tuberculosis. When the board of supervisors of any county shall have voted to establish such hospital, it shall have the following power:

1. To purchase and lease real property therefor, or acquire such real property, and easements therein, by condemnation proceedings, in the manner prescribed by the condemnation law, in any town, city or village in the county.

2. To erect all necessary buildings, make all necessary improvements and repairs and alter any existing buildings, for the use of said hospital, provided that the plans for such erection, alteration or repair shall first be approved by the state commissioner of health.

3. To cause to be assessed, levied and collected such sums of money as it shall deem necessary for suitable lands, buildings and improvements for said hospital, and for the maintenance thereof, and for all other necessary expenditures therefor; and to borrow money for the erection of such hospital and for the purchase of a site therefor on the credit of the county, and issue county obligations therefor, in such manner as it may do for other county purposes.

4. To appoint a board of managers for said hospital as hereinafter provided.

5. To accept and hold in trust for the county, any grant or devise of land, or any gift or bequest of money or other personal property or any donation to be applied, principal or income, or both, for the benefit of said hospital, and apply the same in accordance with the terms of the gift.

§ 46. Appointment and terms of office of managers.— When the board of supervisors shall have determined to establish a hospital for the care and treatment of persons suffering from

tuberculosis, and shall have acquired a site therefor, and shall have awarded contracts for the necessary buildings and improvements thereon, it shall appoint five citizens of the county, of whom at least two shall be practicing physicians, who shall constitute a board of managers of the said hospital. The term of office of each member of said board shall be five years, and the term of one of such managers shall expire annually; the first appointments shall be made for the respective terms of five, four, three, two and one years. Appointments of successors shall be for the full term of five years, except that appointment of persons to fill vacancies occurring by death, resignation or other cause shall be made for the unexpired term. Failure of any manager to attend three consecutive meetings of the board shall cause a vacancy in his office, unless said absence is excused by formal action of the board of managers. The managers shall receive no compensation for their services, but shall be allowed their actual and necessary traveling and other expenses, to be audited and paid, in the same manner as the other expenses of the hospital, by the board of supervisors. Any manager may at any time be removed from office by the board of supervisors of the county, for cause after an opportunity to be heard.

§ 47. General powers and duties of managers.—The board of managers

1. Shall elect from among its members, a president and one or more vice-presidents. It shall appoint a superintendent of the hospital who shall be also the treasurer and secretary of the board and shall hold office at the pleasure of said board. Said superintendent shall not be a member of the board of managers, and shall be a graduate of an incorporated medical college, with an experience of at least three years in the actual practice of his profession.

2. Shall fix the salaries of the superintendent and all other officers and employees within the limits of the appropriation made therefor by the board of supervisors, and such salaries shall be compensation in full for all services rendered. The board of managers shall determine the amount of time required to be spent at the hospital by said superintendent in the discharge of his duties.

3. Shall have the general superintendence, management and control of the said hospital, of the grounds, buildings, officers and employees thereof; of the inmates therein, and of all matters relating to the government, discipline, contracts, and fiscal concerns thereof; and make such rules and regulations as may seem to them necessary for carrying out the purposes of such hospital.

4. Shall maintain an effective inspection of said hospital, and keep itself informed of the affairs and management thereof; shall meet at the hospital at least once in every month, and at such other times as may be prescribed in the by-laws; and shall hold its annual meeting at least three weeks prior to the meeting of the board of supervisors at which appropriations for the ensuing year are to be considered.

5. Shall keep in a book provided for that purpose, a proper record of its proceedings which shall be open at all times to the inspection of its members, to the members of the board of supervisors of the county, and to duly authorized representatives of the state board of charities.

6. Shall certify all bills and accounts including salaries and wages and transmit them to the board of supervisors of the county, who shall provide for their payment in the same manner as other charges against the county are paid.

7. Shall make to the board of supervisors of the county annually, at such time as said supervisors shall direct, a detailed report of the operations of the hospital during the year, the number of patients received, the methods and results of their treatment, together with suitable recommendations and such other matter as may be required of them, and full and detailed estimates of the appropriations required during the ensuing year for all purposes including maintenance, the erection of buildings, repairs, renewals, extensions, improvements, betterments or other necessary purposes.

§ 48. General powers and duties of superintendent.—The superintendent shall be the chief executive officer of the hospital and subject to the by-laws, rules and regulations thereof, and to the powers of the board of managers:

1. Shall equip the hospital with all necessary furniture, appliances, fixtures and other needed facilities for the care and treat-

ment of patients and for the use of officers and employees thereof, and shall in counties where there is no purchasing agent purchase all necessary supplies.

2. Shall have general supervision and control of the records, accounts, and buildings of the hospital and all internal affairs, and maintain discipline therein, and enforce compliance with, and obedience to all rules, by-laws and regulations adopted by the board of managers for the government, discipline and management of said hospital, and the employees and inmates thereof. He shall make such further rules, regulations and orders as he may deem necessary, not inconsistent with law, or with the rules, regulations and directions of the board of managers.

3. Shall appoint such resident officers and such employees as he may think proper and necessary for the efficient performance of the business of the hospital, and prescribe their duties; and for cause stated in writing, after an opportunity to be heard, discharge any such officer or employee at his discretion.

4. Shall cause proper accounts and records of the business and operations of the hospital to be kept regularly from day to day, in books and on records provided for that purpose; and see that such accounts and records are correctly made up for the annual report to the board of supervisors, as required by subdivision seven of section forty-seven of this chapter, and present the same to the board of managers, who shall incorporate them in their report to the said supervisors.

5. Shall receive into the hospital, under the general direction of the board of managers, in the order of application, any person found to be suffering from tuberculosis in any form who has been an actual resident and inhabitant of the county for a period of at least one year prior to his application for admission to said hospital; and shall also receive persons from other counties as hereinafter provided. Said superintendent shall cause to be kept proper accounts and records of the admission of all patients, their name, age, sex, color, marital condition, residence, occupation and place of last employment.

6. Shall cause a careful examination to be made of the physical condition of all persons admitted to the hospital and provide for the treatment of each such patient according to his need; and

shall cause a record to be kept of the condition of each patient when admitted, and from time to time thereafter.

7. Shall discharge from said hospital any patient who shall wilfully or habitually violate the rules thereof; or who is found not to have tuberculosis; or who is found to have recovered therefrom; or who for any other reason is no longer a suitable patient for treatment therein; and shall make a full report thereof at the next meeting of the board of managers.

8. Shall collect and receive all moneys due the hospital, keep an accurate account of the same, report the same at the monthly meeting of the board of managers, and transmit the same to the treasurer of the county within ten days after such meeting.

9. Shall before entering upon the discharge of his duties, give a bond in such sum as the board of managers may determine, to secure the faithful performance of such duties.

§ 49. Admission of patients from county in which hospital is situated.—Any resident of the county in which the hospital is situated desiring treatment in such hospital, may apply in person to the superintendent or to any reputable physician for examination, and such physician, if he find that said person is suffering from tuberculosis in any form, may apply to the superintendent of the hospital for his admission. Blank forms for such applications shall be provided by the hospital, and shall be forwarded by the superintendent thereof gratuitously to any reputable physician in the county, upon request. So far as practicable, applications for admission to the hospital, shall be made upon such forms. The superintendent of the hospital, upon the receipt of such application, if it appears therefrom that the patient is suffering from tuberculosis, and if there be a vacancy in the said hospital, shall notify the person named in such application to appear in person at the hospital. If, upon personal examination of such patient, or of any patient applying in person for admission, the superintendent is satisfied that such person is suffering from tuberculosis, he shall admit him to the hospital as a patient. All such applications shall state whether, in the judgment of the physician, the person is able to pay in whole or in part for his care and treatment while at the hospital; and every application shall be filed and recorded in a book kept for that purpose in the order of their

receipt. When said hospital is completed and ready for the treatment of patients, or whenever thereafter there are vacancies therein, admissions to said hospital shall be made in the order in which the names of applicants shall appear upon the application book to be kept as above provided, in so far as such applicants are certified to by the superintendent to be suffering from tuberculosis. No discrimination shall be made in the accommodation, care or treatment of any patient because of the fact that the patient or his relatives contribute to the cost of his maintenance in whole or in part, and no patient shall be permitted to pay for his maintenance in such hospital a greater sum than the average per capita cost of maintenance therein, including a reasonable allowance for the interest on the cost of the hospital; and no officer or employee of such hospital shall accept from any patient thereof any fee, payment or gratuity whatsoever for his services.

§ 49-a. Maintenance of patients in the county in which hospital is situated.—Wherever a patient has been admitted to said hospital from the county in which the hospital is situated, the superintendent shall cause such inquiry to be made as he may deem necessary, as to his circumstances, and of the relatives of such patient legally liable for his support. If he find that such patient, or said relatives are able to pay for his care and treatment in whole or in part, an order shall be made directing such patient, or said relatives to pay to the treasurer of such hospital for the support of such patient a specified sum per week, in proportion to their financial ability, but such sum shall not exceed the actual per capita cost of maintenance. The superintendent shall have the same power and authority to collect such sum from the estate of the patient, or his relatives legally liable for his support, as is possessed by an overseer of the poor in like circumstances. If the superintendent find that such patient, or said relatives are not able to pay, either in whole or in part, for his care and treatment in such hospital, the same shall become a charge upon the county.

§ 49-b. Admission of patients from counties not having a hospital.—In any county not having a county hospital for the care and treatment of persons suffering from tuberculosis, a county superintendent of the poor, upon the receipt of the application and

certificate hereinafter provided for, may apply to the superintendent of any such hospital established by any other county, for the admission of such patient. Any person residing in a county in which there is no such hospital, who desires to receive treatment in such a hospital, may apply therefor in writing to the superintendent of the poor of the county in which he resides on a blank to be provided by said superintendent for that purpose, submitting with such application a written certificate signed by a reputable physician on a blank to be provided by the superintendent of the poor for such purpose, stating that such physician has, within the ten days then next preceding, examined such person, and that, in his judgment, such person is suffering from tuberculosis. The superintendent of the poor, on receipt of such application and certificate, shall forward the same to the superintendent of any hospital for the care and treatment of tuberculosis. If such patient be accepted by such hospital, the superintendent of the poor shall provide for his transportation thereto, and for his maintenance therein at a rate to be fixed as hereinafter provided.

§ 49-c. Maintenance of patients from counties not having a hospital.— Whenever the superintendent of such a county hospital, shall receive from a superintendent of the poor of any other county an application for the admission of a patient, if it appear from such application that the person therein referred to is suffering from tuberculosis, the superintendent shall notify said person to appear in person at the hospital, provided there be a vacancy in such hospital and there be no pending application from a patient residing in the county in which the hospital is located. If, upon personal examination of the patient, the superintendent is satisfied that such patient is suffering from tuberculosis, he shall admit him to the hospital. Every patient so admitted shall be a charge against the county sending such patient, at a rate to be fixed by the board of managers, which shall not exceed the per capita cost of maintenance therein, including a reasonable allowance for interest on the costs of the hospital; and the bill therefor shall, when verified by the superintendent of the poor of the county from which said patient was sent, be audited and paid by the board of supervisors of the said county. The said superintendent of the

poor shall cause an investigation to be made into the circumstances of such patient, and of his relatives legally liable for his support, and shall have the same authority as an overseer of the poor in like circumstances to collect therefrom, in whole or in part, according to their financial ability, the cost of the maintenance of such person in said hospital.

§ 49-d. Visitation and inspection.— The resident officer of the hospital shall admit the managers into every part of the hospital and the premises and give them access on demand to all books, papers, accounts and records pertaining to the hospital and shall furnish copies, abstracts and reports whenever required by them. All hospitals established or maintained under the provisions of sections forty-five to forty-nine-e, inclusive, of this chapter, shall be subject to inspection by any duly authorized representative of the state board of charities, or the state department of health, of the state charities aid association and of the board of supervisors of the county; and the resident officers shall admit such representatives into every part of the hospital and its buildings, and give them access on demand to all records, reports, books, papers and accounts pertaining to the hospital.

§ 49-e. Hospitals at almshouses.— Wherever a hospital for the care and treatment of persons suffering from tuberculosis exists in connection with, or on the grounds of a county almshouse, the board of supervisors may, after sections forty-five to forty-nine-e of this chapter take effect, appoint a board of managers for such hospital and such hospital, and its board of managers, shall thereafter be subject to all the provisions of this act, in like manner as if it had been originally established hereunder. Any hospital which may hereafter be established by any board of supervisors shall in like manner be subject to all the provisions of said section.

Senate bill No. 726, introduced by Mr. Newcomb, became chapter 342, and amended the Greater New York charter, relative to the establishment of hospitals for, and the care and treatment of, persons suffering from contagious or infectious diseases. As amended the section provides as follows:

§ 1170. Said board may remove or cause to be removed to a proper place designated by it, any person sick with a contagious, pestilential or infectious disease and designate, provide and pay

for the use of places for such persons. The board may erect, establish, maintain and furnish in such places within the city as are now used or may hereafter be designated by the board of estimate and apportionment for such purposes, buildings and hospitals for the care and treatment of persons sick with contagious diseases, and shall have exclusive charge and control of all municipal hospitals for the treatment of Asiatic cholera, plague, typhus fever, scarlet fever, yellow fever, measles, diphtheria and smallpox, but this shall not be construed to require the board of health to remove any person suffering from any of these diseases to the hospital therefor, unless in its judgment such removal is necessary for the protection of the public health. With the concurrence in writing of the department or departments thereby affected, the board of health shall, from time to time, subject to the approval of the board of estimate and apportionment, designate such hospitals established for or actually caring for persons suffering from a pestilential, contagious or infectious disease, as in its judgment should, in the public interest and for the protection of the public health, be under the exclusive charge and control of the said board of health, and all hospitals so designated maintained by any municipal department or departments, together with the employees of such hospitals, shall upon such designation by the board of health and approval of the board of estimate and apportionment, granted after a public hearing, be transferred to the board of health and the control and maintenance thereof shall thereafter be vested in the board of health; provided, however, that the said board of health, with the concurrence in writing of the department or departments thereby affected, may from time to time designate a hospital for the treatment of an infectious disease, other than Asiatic cholera, plague, typhus fever, scarlet fever, yellow fever, measles, diphtheria and smallpox, under the jurisdiction of the board of health as one which may, without danger to the public health, be transferred to the jurisdiction of other municipal authorities authorized by law to establish or maintain public hospitals, and such designation, if approved by the board of estimate and apportionment, after a public hearing shall take effect, and the hospital so designated, together with the employees of such hospital, shall thereupon be transferred to such other municipal

authorities as are designated, and the duty of maintaining such hospitals shall thereupon vest in such other municipal authorities. Any municipal authority or hospital corporation maintaining a hospital or ward for the treatment of persons having a contagious or infectious disease may admit to such hospital or ward any person applying for admission thereto, and certified by the physicians of the said hospital to have the disease for which the said hospital or ward is maintained, and each such admission shall be reported immediately by such municipal authorities or hospital corporations to the board of health. The discharge of such person shall also be reported forthwith to the board of health. For the purposes of this section, a pestilential, contagious or infectious disease shall be one declared to be such by the board of health. The board of health shall have power to take possession of, and occupy for temporary hospitals, any building or buildings in the said city, during the prevalence of an epidemic, if in the judgment of the board the same may be required, and shall pay for private property so taken a just compensation for the same. Said board may cause proper care and attendance to be given to persons sick or removed, when it shall be made to appear to the said board that any such person is so poor as to be unable to procure for himself such care and attendance, or that the public health requires special medical care and attendance. The board of health may send to such place as it may direct, all aliens and other persons in the city, not residents thereof, who shall be sick of any infectious, pestilential or contagious disease. The expense of the support of such aliens or other persons shall be defrayed by the corporation of the city of New York, unless such aliens or other persons shall be entitled to support from the commissioners of emigration. No person shall remove any person sick with infectious, contagious or pestilential disease from any vessel or other place in said city without a written permit from the board of health.

Assembly bill No. 1335, introduced by Mr. J. S. Phillips, became chapter 347, and amended section 56 of the Poor Law, relative to the care and commitment of poor children, by making the section applicable to New York City as it previously applied to New York county, and also providing that poor law officers

may transfer from one institution to another, children committed by them.

Assembly bill No. 962, introduced by Mr. Colné, became chapter 348, and amended section 667 of the Greater New York charter which provides for the term of commitment and retention of indigent children, by inserting therein the following:

“Such child may be committed to an institution caring for inmates of like religious belief and giving it manual or industrial training until it shall attain the age of eighteen years, provided the state board of charities shall certify that the equipment and training at such institution are sufficient and satisfactory.”

Assembly bill No. 684, introduced by Mr. Marlatt, became chapter 363, and amended generally the charter of the city of Hornell, and, among other things, provided that the common council shall raise \$1,000 annually for the St. James Mercy Hospital, so long as the hospital shall receive and treat indigent patients, resident in the city, at the rate of \$1.50 per day.

Senate bill No. 909, introduced by Mr. Wainwright, became chapter 380, and amended section 29 of the Poor Law, relative to the duties of overseers of the poor in cities, by appending thereto the following:

“If such common council or any city shall fail to determine the sum of money to be appropriated for the support of their own poor for the ensuing year, the board of supervisors shall determine the sum necessary to be raised and collected by such city for the support of the poor of such city and shall cause the same to be assessed, levied, collected and paid to the county treasurer.”

Assembly bill No. 619, introduced by Mr. Hackett, became chapter 393, and empowered the board of estimate and apportionment of the city of New York to authorize the Board of Trustees of Bellevue and Allied Hospitals to acquire a site between Twentieth and Seventieth streets, borough of Manhattan, in said city, and to erect thereon a public hospital. For this purpose, the Board of Estimate and Apportionment was authorized to appropriate \$1,000,000.

Assembly bill No. 479, introduced by Mr. Hoey, became chapter 395, and amended the Greater New York charter by adding thereto a new section under Title IV, relative to ambulance service, as follows:

TITLE IV.

BOARD OF AMBULANCE SERVICE.

§ 693-a. 1. The commissioner of police, the commissioner of public charities, the president of the board of trustees of Bellevue and allied hospitals and two citizens appointed by the mayor, shall constitute a board, which shall be known as the "Board of ambulance service." The commissioner of police shall be the president of the board; the commissioner of public charities shall be the secretary thereof. The board may appoint such employees within the limits of the appropriation made therefor as it may find necessary in the performance of its duties. Said board shall:

Exercise general control over and establish rules and regulations governing all ambulance service in the city of New York, except such ambulance service as shall be maintained by the department of health.

Establish ambulance districts from time to time and alter the boundaries of such districts.

Enter into a contract in writing with any hospital corporation desiring to maintain an ambulance service, which contract shall define the obligations assumed by said hospital corporation, on condition that the ambulance district defined therein be assigned to it by the board, and reserving to the board the authority to terminate such contract, if, in their judgment, a satisfactory ambulance service is not maintained at all times by the said hospital.

Establish and maintain an ambulance service in any district which, in the judgment of the board, is inadequately provided with ambulance service, when means shall have been provided therefor by the board of estimate and apportionment.

Provide for the reception of all calls for ambulance service from any locality in the city of New York, notify the hospital maintaining an ambulance service in the district from which the call is received, and, in case said hospital has no available ambulance, notify the nearest hospital having an ambulance available. Said board shall keep a record of all such calls and of their assignment by it.

2. Subject to the control of the board of ambulance service, the commissioner of public charities and the board of trustees of

Bellevue and allied hospitals shall maintain an ambulance service in connection with each hospital under their respective jurisdictions whenever in their judgment it is desirable so to do.

Senate bill No. 908, introduced by Mr. Wainwright, became chapter 429, and amended section 27 of the Poor Law, in relation to the annual reports of overseers of the poor, by inserting therein the following:

"If such overseers of any town shall fail or neglect to estimate the sum to be raised and collected for the support of the poor of their town for the ensuing year, or the supervisor of any town shall fail or neglect to present such estimate for the support of the poor of their town to the board of supervisors, the board of supervisors shall estimate the sum to be raised and collected by such town for the support of the poor of such town, which estimate shall be based upon the amount of the cost of the support of the poor of such town for the preceding year."

Senate bill No. 646, introduced by Mr. Allds, became chapter 446, and provided for the management of the Eastern New York State Custodial Asylum and changed the name to Letchworth Village. The full text of the law provides as follows:

§ 1. The Eastern New York State Custodial Asylum, established by chapter three hundred and thirty-one of the laws of nineteen hundred and seven, as amended by chapter two hundred and ninety-two of the laws of nineteen hundred and eight, is hereby continued by the name and title of "Letchworth Village," in honor of William Pryor Letchworth of Portage, New York, whose efficient public services in behalf of the feeble-minded, epileptic and other dependent unfortunates the state desires to commemorate.

§ 2. Appointment and terms of managers.—The Letchworth Village shall be under the control of a board of seven managers, to be appointed by the governor by and with the advice and consent of the senate. All such members shall be residents of this state. The terms of the managers appointed after the first seven shall be seven years, except that managers appointed to fill vacancies shall hold office for the unexpired terms of the managers whom they succeed. The term of office of one such manager shall expire on the first Tuesday in February in each year, and in the

appointment of the first members of the board the governor shall designate one to serve one year, one to serve two years, one to serve three years, one to serve four years, one to serve five years, one to serve six years, and one to serve seven years. The governor may remove any manager at any time for cause, on giving to such manager an opportunity to be heard. Such managers shall receive no compensation for their time or services, but the actual expenses necessarily incurred by them in the performance of their duties shall be paid in the same manner as the other expenses of the village.

§ 3. General powers and duties of the managers.—The board of managers shall:

1. Have the general superintendence, management and control of the institution over which it is appointed, of the grounds and buildings, officers and employees thereof, of the inmates therein, and of all matters relating to the government and discipline, and shall make such rules and regulations as may seem to it necessary for carrying out the purposes of such institution.

2. Maintain an effective inspection of the affairs and management of the village, for which purpose the board shall meet once in every month at the institution, and at such other times as may be prescribed in the by-laws, but the annual meeting of the board shall be held on the second Wednesday of October.

3. Keep in a book provided for that purpose a full and fair record of its doings which shall be open at all times for the inspection of the members and officers of the state board of charities, the fiscal supervisor of state charities or any person or persons appointed by the governor or either branch of the legislature to examine the same, and shall forward monthly minutes of the meetings of the board and reports of its inspections, to the governor, the state board of charities and the fiscal supervisor, such reports to be signed by the managers present at the meetings.

4. Appoint from among its members a president, secretary and treasurer. The board shall also appoint a superintendent who shall hold office during the pleasure of the board, residing at the institution, and shall, subject to the provisions of the state finance law and the appropriations made annually by the legislature, fix the compensation of the officers and employees of the institution.

§ 4. Annual report.— The board of managers shall make to the legislature in January of each year a detailed report with suitable suggestions and such other matter as may be required of them for the year ending on the thirtieth day of September preceding the date of such report.

§ 5. Temporary care of grounds and buildings.— Until the appointment of the managers in accordance with the provisions of this act, the commission appointed by the governor to select a site for the Eastern New York State Custodial Asylum under the provisions of chapter three hundred and thirty-one of the laws of nineteen hundred and seven, as amended by chapter two hundred and ninety-two of the laws of nineteen hundred and eight, shall be continued as a commission to care for and improve the lands, buildings and other properties of the Letchworth Village, and shall exercise to this extent all the powers of the board of managers for the purpose of preserving, protecting and developing the property and making the necessary arrangements for the opening of the institution at the earliest possible date.

§ 6. Transfer of functions.— Upon the appointment and organization of the board of managers provided for by section two of this act, the powers vested in the commission appointed to select the site in accordance with the provisions of said chapter three hundred and thirty-one of the laws of nineteen hundred and seven, as amended by chapter two hundred and ninety-two of the laws of nineteen hundred and eight, shall cease and determine, and the further work contemplated in such chapters three hundred and thirty-one of the laws of nineteen hundred and seven and two hundred and ninety-two of the laws of nineteen hundred and eight, shall be performed by the board of managers provided for herein, and the said board of managers shall exercise all the powers conferred upon such commission in accordance with the terms of said acts.

§ 7. Buildings and improvements.— The board of managers of the Letchworth Village are authorized, empowered and required to proceed with the construction and equipment of all necessary and suitable buildings, including the heating, lighting, plumbing, laundry fixtures, and water supply, and of the sewage disposal plant therefor, as soon as appropriations are made for such pur-

poses by the legislature, but the plans for all such buildings and improvements shall be made by the state architect and the contracts for the erection of the said buildings and improvements shall be subject to the provisions of section forty-nine of the state charities law, constituting chapter fifty-seven of the laws of nineteen hundred and nine. The board of managers shall put the buildings and grounds of the village into proper condition for the reception of patients as rapidly as possible and shall utilize such of the existing buildings as it may deem suitable for the reception of inmates, and employ such inmates in work suited to their physical and mental condition so far as in the judgment of said board the same shall be feasible.

§ 8. General powers of the superintendent.—The superintendent shall be the chief executive officer of the Letchworth Village and, subject to the by-laws, rules and regulations thereof and powers of the board of managers, shall:

1. Have control of the internal affairs and shall maintain discipline therein and enforce compliance with and obedience to all rules, by-laws, regulations and ordinances adopted by the said board of managers for the government, discipline and management of said Letchworth Village.

2. Have the general supervision and control of the grounds and buildings of the village and subordinate officers and employees and the inmates thereof and of all matters related to their government and discipline.

3. Make such additional rules, regulations and orders, not inconsistent with law, or with the rules, regulations or directions of the board of managers of the village as may seem necessary and proper for the government of such institution and its officers and employees and for the employment, discipline and training of the inmates.

4. Appoint, with the approval of the board of managers, the officers, assistants and employees not otherwise provided for herein, that may be necessary for the economical and efficient management of the Letchworth Village; subject to the approval of the board of managers he shall prescribe their duties and may discharge them at his discretion.

5. Cause full and fair accounts and records of all his doings, and of the business and operation of the village to be kept regularly from time to time in books or on forms provided for that purpose.

6. See that all such accounts and records are properly made up for the annual report to the legislature as required by this act, and present the same to the board of managers, which shall incorporate them into its report to the legislature.

7. Under direction of the managers receive and take into such village all persons legally committed thereto by poor law officers having authority to make such commitments, and cause to be entered in a register kept for the purpose at the time of the commitment and reception of an inmate, the name, age, residence, and such other facts as may be ascertained relative to the origin, condition, peculiarity, or inherited tendencies of such person, and thereafter from time to time add such other information as shall be obtained, so that the register may show as far as possible a complete history of such inmate.

8. On or before the fifth day of each month transmit to the state board of charities a duplicate of the record of commitment and admission of each inmate received into the village and thereafter forward to said state board of charities notice of the discharge, escape, transfer or death of such inmate on or before the fifth day of the month following such discharge, escape, transfer or death.

9. Have power, subject to the supervision and control of the board of managers in the case of the death of any inmate at the village who shall have been maintained therein wholly at public expense, to make or cause to be made at the said Letchworth Village by a member or members of its medical staff, an autopsy on the body of such patient, provided that such autopsy be made not later than twelve hours after the death of such patient, and in such manner as will cause the least possible mutilation, and provided also that the said Letchworth Village shall print conspicuously upon all application blanks used in the admission of patients to the institution the fact that the officers of said Letchworth Village have the above-stated powers in relation to the making of autopsies.

§ 9. Admission of inmates.— There shall be received and gratuitously supported in the Letchworth Village, epileptics and feeble-minded persons needing custodial care, upon the application and commitment of the county superintendents of the poor, commissioners of public charities, or other officers authorized by law to make commitments to existing state institutions for the maintenance of epileptic and feeble-minded persons. The said village shall also receive such epileptic and feeble-minded inmates of existing state charitable institutions, and such other epileptic and feeble-minded persons supported at public expense and needing custodial care, except those who are insane, who shall be transferred to said Letchworth Village in accordance with the provisions of law.

§ 10. Discharge of inmates.—The superintendent of the village, with the approval of the managers, or any committee thereof duly empowered to act for the board, shall have the power to discharge inmates sent to the village, through mistaken diagnosis, or for other proper causes, provided that such discharge shall be to the superintendent of the poor, commissioner of public charities or other officer through whose application the inmate was received into the village, and provided further, that should any inmate become insane, such inmate shall be sent to the nearest state hospital of the district of which he was a resident prior to his commitment to the village, in the manner prescribed by law, and provided further, that when any patient has been delivered to the county superintendent of the poor, commissioner of public charities or to the managers or officers of a state hospital or institution, the care and custody of the managers of the Letchworth Village over such inmate shall cease.

§ 11. Notice of opening of the village.—When the Letchworth Village shall be ready for the reception of inmates it shall be the duty of the board of managers to send official notice of such fact to the county clerks and the clerks of the boards of supervisors of the respective counties of the state, and to the secretary of the state board of charities, and to the fiscal supervisor, and also to furnish such clerks of counties and clerks of boards of supervisors with suitable blanks for the commitment of inmates to said village.

§ 12. This act shall take effect immediately.

Assembly bill No. 1387, introduced by Mr. C. F. Murphy, became chapter 478, and amended section 2186 of the Penal Law relative to juvenile delinquency. The section as amended provides as follows:

“ § 2186. Sentence of minors to imprisonment.—Where a male person between the ages of sixteen and twenty-one years is convicted of a felony, or where the term of imprisonment of a male convict for a felony is fixed by the trial court at one year or less, the court may direct the convict to be imprisoned in a county penitentiary, instead of a state prison, or in the county jail located in the county where sentence is imposed. A child of more than seven and less than sixteen years of age, who shall commit any act or omission which, if committed by an adult, would be a crime not punishable by death or life imprisonment, shall not be deemed guilty of any crime, but of juvenile delinquency only, but any other person concerned therein, whether as principal or accessory, who otherwise would be punishable as a principal or accessory shall be punishable as a principal or accessory in the same manner as if such child were over sixteen years of age at the time the crime was committed. Any child charged with any act or omission which may render him guilty of juvenile delinquency shall be dealt with in the same manner as now is or may hereafter be provided in the case of adults charged with the same act or omission except as specially provided heretofore in the case of children under the age of sixteen years.”

Senate bill No. 717, introduced by Mr. Hill, became chapter 482, and amended section 11-a of the Criminal Code, relative to the appointment and compensation of probation officers. As amended the section provides as follows:

§ 11-a. Probation officer; appointment and duties.—1. The magistrates of the courts having original jurisdiction of criminal actions in the state, may from time to time appoint a person or persons to perform the duties of probation officer or officers as hereinafter described, within the jurisdiction of the court of such magistrates and under the direction of such magistrates, to hold such office during the pleasure of the magistrate or magistrates making such appointment and of their successors. Such probation officer or officers may be chosen from among the officers of a so-

ciety for the prevention of cruelty to children or of any charitable or benevolent institution, society or association now or hereafter duly incorporated under the laws of this state, or be reputable private citizens, male or female. The appointment of a probation officer must be made in writing and entered on the records of the court of the magistrate or magistrates making such appointment, and copies of the order of appointment must be delivered to the officer so appointed and filed with the state probation commission. Any officer or member of the police force of any city or incorporated village who may be detailed to do duty in such courts, or any constable or peace officer, may be appointed as probation officer upon the order of any magistrate as herein provided. Whenever in a city of the first class members of the police force have been appointed probation officers as hereinabove provided and are serving as probation officers under the direction of a majority of the members of a board of city magistrates, the commissioner of police upon the request of any other magistrate of such board shall detail to such other magistrate a member of the police force who may be appointed by such magistrate as a probation officer. No probation officer appointed under the provisions of this section shall receive compensation for his services as such probation officer until allowed by proper ordinance or resolution, as hereinafter prescribed, but this shall not be construed to deprive any officer or member of the police force, or any constable or peace officer, appointed probation officer as herein provided, from receiving the salary or compensation attached to his said official employment. The board of estimate and apportionment in the city of New York and the appropriate municipal board or body of any other city or village, or the board of supervisors of any county, may in their discretion determine whether probation officers, not detailed from other branches of the public service, shall receive a salary, and if they shall so determine, they may fix the amount thereof and provide for its payment, and they may also provide for the necessary expenses of probation officers. Whenever provision is made for the payment of a salary by the appropriate municipal board or body in any city or village to a probation officer who is to be attached to a court presided over by a magistrate sitting alone, the appointment of such probation officer shall be made by that magistrate.

Whenever provision is made for the payment of a salary by the appropriate municipal board or body in any city or village to a probation officer who is to serve in a court wherein several magistrates are sitting together, or in rotation, or in a court or courts wherein there is a board of magistrates, the appointment of such probation officer shall be made by all the magistrates jointly, or by a majority thereof, except that when a probation officer is to serve in a division of a court in which there is a board of magistrates the appointment shall be made by all the magistrates of such board jointly, or by a majority thereof. Whenever provision is made for the payment of a salary to a probation officer by the board of supervisors of any county, such probation officer shall be appointed by the county judge, or if there be more than one county judge by the county judges jointly, of such county, and such probation officer shall serve in the supreme and county courts of that county, and in any other courts in the county at the request of the magistrates holding such other courts, except the courts of criminal jurisdiction of cities of the first and second class.

2. Every probation officer shall when so directed by the magistrate or magistrates of the court in which he is serving, inquire into the antecedents, character, and offense of any person or persons accused within the jurisdiction of such court, and shall report the same to such magistrate or magistrates. It shall be his duty to make such reports of all cases investigated by him, of all cases placed in his care by the magistrate or magistrates, and of any other duties performed by him in the discharge of his office, as shall be prescribed by the magistrate or magistrates assigning the case to him, or their successors, which report shall be delivered to such magistrate or magistrates to be filed with the probation records of the court. He shall furnish to each person released on probation, committed to his care, a written statement of the terms and conditions of his probation, and shall report to the magistrate or magistrates assigning the case to him, at least monthly, any violation or breach of the terms and conditions imposed by the court, of the persons placed in his care. Such probation officer shall have, as to the persons so committed to his care, the powers of a peace officer, and shall require such person to

report to him as may be directed by the magistrate or magistrates assigning the case to him.

Assembly bill No. 1479, introduced by Mr. MacGregor, became chapter 570, providing for the establishment of the city court of Buffalo, and made the following provisions relative to the children's court and probation:

CHILDREN'S COURT.

§ 85. Definitions.— The word child when used in this act shall refer to and mean a person under the age of sixteen years, and the word adult when so used shall refer to and mean a person sixteen years of age and over.

§ 86. Separate court for children.— There shall always be at least one separate part of the court designated as the children's court for the hearing and disposition of proceedings and cases involving the trial or commitment of children.

§ 87. Where held.— The said court shall be held in some building separate and apart from one used for the trial of adults charged with any criminal offense; and said court shall not be held in the same building with or adjoining any morgue, hospital for adults, prison or correctional institution for adults.

§ 88. Detention home.— The city of Buffalo by ordinance of the common council shall provide a detention home to which children shall be brought immediately after arrest and wherein they may be detained pending hearing or trial, whether as witnesses or defendants; and to which they may be committed after hearing or trial for not to exceed thirty days. No adult charged with any offense shall be detained in or committed to such detention home. A majority of the judges shall appoint a superintendent of said detention home and such other employees as the common council of the city of Buffalo may prescribe; and the salaries or compensation of such superintendent and other employees shall be fixed by ordinance of the common council.

§ 89. Duty of officer arresting child.— Whenever, under any provision of law, a child is taken into custody, it shall be the duty of the officer having the child in charge, and with all convenient speed, to take such child to the children's court if in session and if not, then to the detention home; and it shall be unlawful for any such officer to take said child to any police station.

§ 90. Bail.— In addition to the officers now empowered by law to take bail or recognizance in the case of a child charged with an offense, the court shall have power to designate one or more of its clerks, officers or other employees who shall have authority to take bail in such cases. Such designation shall be made by the chief judge or by the judge sitting in the children's court and may be revoked at the pleasure of the chief judge or the judge making the designation. So far as practicable it shall be the duty of the chief judge or judge sitting at children's court to require that some person so authorized shall be at the detention home for the purpose of taking bail or recognizance at any time, day or night.

§ 91. Jurisdiction.—The children's court and the judges thereof shall hear and adjudicate all charges against children of the grade of, or under section twenty-one hundred and eighty-six of the penal law permitted to be tried as, misdemeanors, and all charges coming within the summary jurisdiction of judges of the court; and in all cases where the court or any judge thereof has power to commit children as provided by law.

§ 92. Disposition in certain cases of children charged with misdemeanor.— Whenever a child is charged with an offense of the grade of a misdemeanor or under section twenty-one hundred and eighty-six of the penal law permitted to be tried as a misdemeanor, the judge sitting in the children's court shall as far as is consistent with the interest of the child and of the state consider the child not as upon trial for the commission of a crime but as a child in need of the care and protection of the state; to that end he may, if the child or either parent or any guardian or custodian of such child shall so request, before proceeding with the trial of the child for the offense charged, or at any stage of the trial and before conviction, suspend the trial and inquire into all the facts and surrounding circumstances of the case, and if the judge shall so find, he may in his discretion in lieu of proceeding with the trial, adjudge the child to be in need of the care and protection of the state and thereupon he shall deal with such child in all respects in the manner provided in section four hundred and eighty-six of the penal law in the case of a child not having proper guardianship; and in a case where he shall so adjudge, before or instead of committing such child to confinement

in any institution, he may commit him to the detention house provided for in this act or place such child on probation.

PROBATION.

§ 100. Appointment, removal, and compensation of probation officers.—A majority of the judges shall have authority to appoint five probation officers and such additional probation officers as the common council may by ordinance from time to time authorize. The chief judge or a majority of the judges may at pleasure remove any probation officer. A majority of the judges may designate one of the probation officers so appointed to be chief probation officer. The common council of the city of Buffalo shall, by ordinance, provide for the compensation of probation officers appointed in pursuance hereof, and for the payment of such expenses as are necessarily incurred by them in the performance of their duties.

§ 101. Powers and duties of probation officers.—The probation officers shall have all the powers and duties now conferred upon probation officers by the code of criminal procedure. They shall keep such records and conform to such rules and regulations as may be established by a majority of the judges. The chief probation officer shall perform such additional or special duties as may be required by rule of a majority of the judges. It shall be the duty of the chief judge to see that such rules and regulations are observed and that such records are properly kept.

§ 102. Children's court; probation officers in. So far as is consistent with proper administration, certain of the probation officers shall be permanently assigned by a majority of the judges to the children's court.

§ 103. Children; period of probation. A child may be placed on probation for such time as the judge holding the children's court may deem proper, not longer, however, than three years, and such probation period may extend beyond the time such child attains the age of sixteen years.

§ 104. Adults; period of probation.—An adult convicted of a misdemeanor may be placed on probation for such time as the judge holding the court of special sessions may deem proper, not longer, however, than two years. An adult convicted of an offense

of which the court or any judge thereof has summary jurisdiction may be placed on probation for such time as the court or the judge may deem proper, not longer, however, than one year.

§ 105. Revocation of probation.— Probation may be revoked at any time within the maximum periods above mentioned by the court or any judge thereof; but so far as practicable the revocation of probation shall be made by the judge or judges who placed the child or adult on probation. Upon such revocation the judge or judges may make such commitment as could have originally been made if the child or adult had not been placed on probation, and to that end may pronounce any judgment, or sentence, or impose any fine, or other penalty, or make any commitment which might have been pronounced, imposed or made at the time the conviction was had. Whenever probation is revoked, the court or any judge thereof, as the case may be, may issue process for the re-arrest of the defendant and when arraigned the court as it is then constituted, or any judge thereof, may proceed to enter judgment and impose sentence as herein provided.

§ 106. Revocation of designation of police officer.— Whenever a police officer is appointed or designated a probation officer with the concurrence of the department of police, such appointment or designation cannot be revoked by any official of the department of police for the period of one year from the date of such appointment; and such police officer while serving as a probation officer shall be subject only to the orders of the court or the judges thereof, except in cases of emergency when his services may be required by the department of police, or except that he may be suspended, reduced or removed by the board of police for the reason and in the manner provided by section one hundred and ninety-two of the revised charter of the city of Buffalo. The judges may revoke the appointment or designation of any police officer at pleasure, and thereupon such police officer must return at once to his duties in the department of police.

Senate bill No. 1042, introduced by Mr. Davis, became chapter 574, incorporating the city of Lackawanna, and provided for a department of charities to be under the supervision of a commissioner of charities, and prescribed his powers and duties.

Assembly bill No. 1588, introduced by Mr. C. Smith, became chapter 594, and empowered the board of aldermen of the city of Oneonta to appropriate annually to the Aurelia Osborn Fox Memorial Hospital Society for the care and treatment of indigent residents of the city, a sum not exceeding \$1,500 in any one year.

APPENDED PAPERS.

The following papers and reports have been accepted by the Board for publication as part of the Forty-third Annual Report:

Report of the Committee on Reformatories.

Report of the Committee on Idiots and the Feeble-Minded.

Report of the Committee on Soldiers and Sailors' Homes.

Report of the Committee on Craig Colony.

Report of the Board of Managers of Craig Colony.

Report of the Committee on the Blind.

Report of the Committee on the Deaf.

Report of the Committee on the Thomas Indian School.

Report of the Committee on the New York State Hospital for the Care of Crippled and Deformed Children.

Report of the Committee on Sanatoria for Consumptives.

Report of the Committee on State and Alien Poor, including the annual report of the Superintendent of State and Alien Poor.

Report of the Committee on Inspection, including the annual report of the Superintendent of Inspection.

Report of the Committee on Orphan Asylums and Children's Homes.

Report of the Committee on Placing Out Children.

Report of the Committee on Dispensaries.

Report of the Committee on Almshouses.

Report of Visitation of Almshouses and Public Hospitals in the First Judicial District.

Report of Visitation of Almshouses and Public Hospitals in the Second Judicial District.

Report of Visitation of Almshouses in the Third Judicial District.

Report of Visitation of Almshouses in the Fourth Judicial District.

Report of Visitation of Almshouses in the Fifth Judicial District.

Report of Visitation of Almshouses in the Sixth Judicial District.

Report of Visitation of Almshouses in the Seventh Judicial District.

Report of Visitation of Almshouses in the Eighth Judicial District.

Report of Visitation of Almshouses and Children's Homes in the Ninth Judicial District.

Digest of the Annual Report of the State Charities Aid Association.

Proceedings of the Tenth New York State Conference of Charities and Correction.

Proceedings of the Thirty-ninth Annual Convention of the County Superintendents of the Poor.

All of which is respectfully submitted,

WILLIAM R. STEWART,

President.

Attest:

ROBERT W. HILL,

Secretary.

Dated, Albany, February 16, 1910.

REPORT
OF THE
COMMITTEE ON REFORMATORIES.

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REPORT
OF THE
COMMITTEE ON REFORMATORIES.

To the State Board of Charities:

Your Committee on Reformatories in offering this annual report for the year 1909 suggests that the attention of the Legislature be called to the need of more rapid development of the two State training schools for delinquents now in operation, and urges their completion, especially that for girls at Hudson, N. Y. It also urges the opening of the new State Training School for Boys at Yorktown Heights, Westchester county, which awaits the first appropriations for buildings and equipment.

The several State reformatories and training schools subject to the Board's visitation and inspection have been visited by this Committee and inspected by the Board's special inspector at frequent intervals. The present status and needs of the several institutions are as follows:

NEW YORK STATE TRAINING SCHOOL FOR GIRLS.
HUDSON, N. Y.

First established as the House of Refuge for Women in the year 1881, and reorganized as the State Training School for Girls in 1904. Capacity 331.

The new cottage for third grade white girls was opened August 21, 1909, and gave opportunity for a redistribution of the inmates of the several cottages. "Van Buren" and "Clinton" cottages were assigned to the colored girls, forty-two in number, who are now segregated from the white girls in everything except school

work. The attachments formed between white and colored girls have been a constant source of anxiety to the officers.

Besides the above-mentioned new third grade cottage, two others are nearly completed. They are well-planned and of pleasing architecture. With their completion the school will have ten cottages, not including the hospital, the reception buildings or the Administration House. But as this is the only State training school to which delinquent girls under fifteen years of age may be committed, further enlargement will be needed in the immediate future, to meet the growing needs. The other improvements were: grading the main road and laying a cementine walk outside the gate; the removal of the objectionable "locking-in" apparatus, the establishment of a card index for all guard-house punishments.

The more important improvements authorized under recent legislative appropriations were: new boiler-house, coal pockets and appurtenances, switch to coal pockets including grading; cold storage for butter, lard and eggs in the basement of the store-house; and plumbing in the third story of the administrative building. A special appropriation for adequate sewage disposal was also granted.

In years past the board of managers has been restricted in its supervision of discharged inmates by the inadequacy of the appropriations and a limit of three years to its period of control. Girls considered worthy of early parole could be kept under parole for the balance of the three years, but girls who required three years of training in the institution received an absolute discharge at the end of that time, although in need of supervision for a period after their discharge. By chapter 340 of the Laws of 1909, passed May 13, 1909, at the urgent request of the present board of managers, the board is given the necessary authority over all discharged inmates until their twenty-first year. The institution has now two parole agents in addition to the marshal. The number of girls under visitation averages about fifty-four.

STATE AGRICULTURAL AND INDUSTRIAL SCHOOL, INDUSTRY, N. Y.

First established in 1846 but reorganized on the cottage plan, name and location authorized by chapter 527 of the Laws of 1902. In 1905, established at Industry.

The recent completion of four dormitory cottages permits the grading of pupils on a more scientific basis. For the first time since the school was removed from the city of Rochester the accommodations are ample. The colony is at present made up of 30 farm units with a total bed capacity for 680 boys.

The movement of the population for the year was:

Number of inmates in institution, October 1, 1908.....	586
Number of inmates admitted during fiscal year.....	500
Received on new commitment.....	387
Returned for violation of parole.....	60
Escapes returned	53
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Total	500
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Number of inmates discharged or died during fiscal year..	444
Deaths	3
Paroled to parents or guardians.....	305
Paroled to employers.....	70
Escaped	58
Discharged by court order.....	5
Transferred to other institutions.....	2
Surrendered to court.....	1
<hr/>	
Total	444
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Number of inmates in institution September 30, 1909...	642
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These figures indicate that 1,086 boys were under the care and training of the school this year.

The four cottages, just completed, are of excellent design and in many respects superior in plan to those previously erected. The isolation hospital erected behind the general hospital is complete and ready for use. Modern laundry machinery will soon be installed in the new laundry house. The trades building in which mechanical courses will be given is almost completed, as is also the extensive ice plant. Excavations have been made for five cottages planned as homes for married officers and extensive grading and laying of sewer and water pipes has been finished about the completed cottages and other domestic buildings.

Besides these improvements three additional dormitory cottages are to be erected.

A contract has been entered into for the erection of fire-escapes on the hospital and negotiations are under way for a patent escape device for the four cottages occupied by smaller boys. Contracts have also been drawn and estimates made for "additional water supply for certain cottages and the contagious pavilion." In addition to the above, contracts have been made for necessary machinery to equip the grist mill. The equipment for the creamery and for a slaughter-house has been purchased and installed. The opening of these two industrial plants has helped the home product account. The creamery especially gives most encouraging returns. Since August 1st the output of butter has been from 900 pounds to 1,000 pounds per month, and for the two months of August and September the amount made was enough to supply all the needs of the colony.

The magnitude of the work calls for many employees. The general staff is the same as heretofore except in the hospital department where a new resident physician and nurses are employed. In the domestic and general service the average monthly change of employees is about ten.

The discipline of the institution under its present plan of operation is much less of a problem than it was at the former home in Rochester. With a well-developed and interesting routine embracing manual and industrial labor, school hours, religious services and a liberal period for field sports and other

forms of recreation the difficulties of discipline are overcome. This is shown by the weekly bulletin published at the colony in which more than 40 per cent. of the entire number of boys are enrolled as exemplary in conduct. The recent addition of three parole agents to the staff and the reorganization of the plan for the visitation of discharged boys promise to strengthen the parole service. Beginning with the new year three agents will be appointed with headquarters at Buffalo, Syracuse and Albany.

The inmates enjoyed good health up to October 1st, when thirty-six cases of measles developed, followed by some twenty-five cases of diphtheria. Three deaths occurred.

WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION, N. Y.

(Established 1890.)

The capacity of this institution was increased this year by opening the honor cottage. Two hundred and thirty-nine inmates can now be cared for, with due regard to grading. The census at the close of the year was 208 girls and 10 infants.

The more important changes were:

(1) The operation of the farm by home labor and inmate assistance; heretofore the farm has been rented. Suitable farm implements were purchased for the industrial classes and as a result the harvest this year was encouraging.

(2) The installation of a system of key-stations connected with a time register for the use of the night watch now regulates this service.

(3) The work upon the industrial building and the alteration and extension planned for the hospital, which under contract should have been completed by August 1, 1909, will not be finished before the end of January, 1910. The contractor met with financial difficulties and another firm has undertaken the work.

The matter of securing a proper system of sewage disposal is for the present held in abeyance until more land can be secured upon which to locate filter beds of sufficient size. This requires a further appropriation by the Legislature.

The plan of visitation of discharged inmates is not yet fully developed. At the present time thirty-four paroled girls are under the care of the management. Correspondence is conducted with them and twenty-eight are reported as doing well.

After much study a new plan of merit marking has been inaugurated which by a system of credits for good behavior, efficient work and satisfactory progress will permit an inmate to earn parole and discharge within (approximately two years) and while still an inmate secure the privileges of the cottage life and gradual promotion to the honor cottage, where the restrictions upon liberty are less and where the distinctive dress of the institution is discarded.

The water supply is poor in quality and in volume; the matter needs the careful examination of civil engineers and a sufficient appropriation to secure an equipment to remedy the situation.

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD, N. Y.

(Established 1892.)

Commitments made to this reformatory, especially from the city of New York, are increasingly women of criminal record. This tendency is the natural result of the probation regulations and in consequence some of the women committed now are incapable of benefit by the training of the institution.

With the opening of cottage 7 the capacity of the institution is 320. The population for the year averaged about 300, of which number from 3 per cent. to 5 per cent. were infants.

In planning for cottage dormitory No. 8, bids for which have been advertised, the plans of cottage No. 7 have been used, as they have met with general approval.

The new school and industrial building ready for occupancy June 2, 1909, was formally opened June 22, 1909. This building was much needed. It has an excellent gymnasium, with transom ventilation, and has in the half-basement allotted to it a floor space of 40 x 50 feet. The first floor of the building has an excellent locker and dressing room and on the second floor

there are four class rooms, besides which there are rooms for domestic art and industrial training classes.

The other building operations planned are: A north annex to the administration building, and an enlargement of the system of fire protection and water distribution.

There are at present eighty-seven girls on parole under visitation or correspondence with the institution authorities. Another parole agent is needed to make the proper visitations, as the theory of parole contemplates that all the girls shall receive the personal attention of the visiting staff.

SOCIETY FOR THE REFORMATION OF JUVENILE DELINQUENTS IN THE CITY OF NEW YORK, COMMONLY KNOWN AS "THE HOUSE OF REFUGE," RANDALL'S ISLAND, NEW YORK CITY.

(Established 1824.)

We note favorably the considerable reduction in the population of this institution. At the close of the fiscal year, September 30, 1909, it had only 618 inmates as compared with 717 the year before. This indicates a more liberal application of parole methods.

A fourth parole officer has been allowed recently to increase the efficiency of the service.

This committee hopes that no "Refuge" inmates will be transferred to the New York State Training School for Boys when that is ready for receptions.

There have been no important changes at the "Refuge" during the year. Repairs and general equipment have been kept up and renewals made as needed. The sanitary condition of the plant is as good as can be expected, but constant attention is needed to keep the lavatories and plumbing in proper order.

The health of the boys has been good. The nursing force consists of two graduated nurses who divide the night and day service. This institution has a visiting physician call daily and direct treatment when sickness occurs. Serious cases and those of an operative character are removed to the city hospitals.

At the site of the new State Training School the preliminary work of survey and taking of title has been accomplished and it is expected building operations will soon begin. An agent has been appointed to have general care of the properties and prevent trespass.

The committee respectfully recommends for the "Refuge" appropriations sufficient for maintenance and such necessary repairs as will keep the plant in sanitary condition and comfortable for temporary occupation.

Respectfully submitted,

STEPHEN SMITH, M. D.,

ANNIE G. BOLTON,

DENNIS MCCARTHY,

JOSEPH C. BALDWIN, JR.,

Committee on Reformatories.

October 1, 1909.

REPORT
OF THE
COMMITTEE ON IDIOTS AND THE FEEBLE-MINDED.

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REPORT

OF THE

COMMITTEE ON IDIOTS AND THE FEEBLE-MINDED.

To the State Board of Charities:

Your Committee on Idiots and the Feeble-Minded reports that its members have visited during the year the three State institutions for idiots and the feeble-minded and that regular inspections were made by the Board's inspector of State charitable institutions. We find that these institutions are taxed to their utmost capacity and that a considerable waiting list of cases approved for admission exists at each institution. We regret to report the failure last year of legislation which looked to a redistribution of functions among these institutions and a complete segregation of the sexes. This measure was advocated by the boards of managers of these institutions and by other societies, as well as by the State Board of Charities. The present classification is defective in that feeble-minded women are cared for in all three of the institutions, and feeble-minded men at two of them, and the presence of both men and women in the same institution is undesirable. The educational institution at Syracuse should be reserved exclusively for those who are capable of being benefited by its instruction, preferably for girls. The institution at Newark we believe should be used exclusively for women and the institution at Rome as a custodial asylum for men, with a department for the education of boys of the teachable type. Such an arrangement coupled with a uniform set of by-laws, rules and regulations for each of the institutions would result in many administration advantages.

The personnel of the several institutions has undergone more or less change during the year. We comment as follows: At the Syracuse State Institution for Feeble-Minded Children there was a total of twenty-two changes during the entire year and this only in the domestic force. At the Rome State Custodial Asylum a very high average of dismissals and resignations was noted,— in

one month alone there have been forty changes in the force of general attendants. At the State Custodial Asylum for Feeble-minded Women, at Newark, N. Y., the general discipline has been much below that of former years. On September 30, 1909, the position of superintendent became vacant, the board of managers having voted that the tenure of office of the incumbent should cease. His successor, Dr. Ethan A. Nevin, was chosen from the Civil Service list.

IMPROVEMENTS.

Building operations at the Rome State Custodial Asylum are progressing satisfactorily. The work of replacing buildings "B" and "C," destroyed by fire, was begun on June 22, 1909. The contracts call for the completion of the work in about 350 working days. The buildings are to be of fireproof construction. The frontage will be of Potsdam sandstone matching the trim of adjoining buildings.

We submit herewith further data with relation to the separate institutions.

ROME STATE CUSTODIAL ASYLUM, ROME, N. Y.

This asylum was established in the year 1893 and is designed to care for the less teachable class of idiots and feeble-minded. As the buildings stand at the present time (fire loss deducted) the normal capacity is:

Main buildings.	825
Farm colonies.	40

Total	865
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It is estimated that with the completion of the new group the bed capacity will be increased. 250

Total	1,115
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At the close of the year the census was:

Male, adults.	742
Male, small children	19
Females.	271
<hr/>	
Total.	1,032
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These figures indicate that the excess over normal capacity was 167. To meet this situation it is necessary to use the day rooms as emergency dormitories. The waiting list now numbers 450. The medical department's classification of the inmate family at the close of the fiscal year is of interest: Of the total of 1,032 inmates there are classed as "sick," meaning in many cases a physical condition precluding the possibility of leaving wards for exercise, a total of 103; another group designated as "employed," meaning such as may be given outdoor work to do under direction, numbers 445; of the highest grade there are 166 classed as an industrial training group; the remaining number are inmates who are capable only of ordinary exercise about the grounds.

The health of the inmates was excellent up to April, 1909. From April to July an epidemic of diphtheria was experienced, with an average of five to six acute cases per month. Thirty cases were isolated. All employees and inmates had cultures taken and were given anti-toxin as a preventive. It is thought the outbreak was thereby very much restricted. The cases of pulmonary tuberculosis include about forty females and seventy-five males, one-third of whom are in the active stage.

The admissions for the year show a greater number of young patients, and a somewhat increased proportion of cripples. The death rate for the year did not exceed the normal experience of 5 per cent. to 7 per cent.

The matter of adequate pressure and supply of water has always been a serious one at this institution. The fire of last year demonstrated how poorly equipped the local service was. The city of Rome which supplies the water to the institutions has

within the year at an expense of several hundred thousand dollars improved the conditions. A city water plant has been erected which will draw its supply from Fish Creek giving an ample pressure and an almost inexhaustible supply. The new system will be in full operation by November 15, 1909.

The new boilers for which legislative appropriation was given last year will be fully installed by the end of October. It is unfortunate that so much delay has been experienced in the work of extending the sewage disposal plant. The present system of disposal is inadequate and defective.

The committee finds that the building plans for the group now in course of erection do not provide for a separate hospital or wing for the isolation of tuberculosis. Twelve and one-half per cent. of the inmates are tuberculous and separate hospital care is necessary. We find also urgent need for enlargement of laundry plant and facilities.

STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN, NEWARK, N. Y.

This asylum was established in the year 1878 and was for some time a branch of the Syracuse institution. It was designed for the care and protection of feeble-minded women, particularly those of the child-bearing age. The plant consists of one large central building, five stories in height, with east and west wings. These are designated, respectively, buildings A, B and C. The State acquired these when the land was bought, the buildings having been erected for educational purposes and occupied as the Lutheran Seminary. Since the State began to develop the property as an asylum for the feeble-minded, it has built six modern cottages, an up-to-date boiler and engine plant, a small separate hospital building and, under home direction, an excellent water storage system and pumping plant for fire purposes.

These separate cottages, while not approaching the cottage system of care as popularly understood, do permit of the necessary classification of the inmate family. Their capacities vary from 45 to 85 exclusive of attic dormitories recently finished off. The

normal bed capacity of the institution is 795. The waiting list numbers almost 350. At the close of the year the census showed 795 women present; of this number 48 were past the child-bearing age. The inmate family is divided into three grades, i. e., first, second and third, according to mental status and personal habits, viz.:

First grade now contains 255 persons; second grade now contains 292 persons; third grade now contains 248 persons (lowest types); total, 795.

Of this number there are at present 551 capable of employment and 244 not capable of employment. The number of special defectives classified as such by the medical department is:

Lame and crippled, 7; disturbed periodically, 11; epileptics, 32; incipient pulmonary tuberculosis, 30.

The excellent health of the inmates during the year is in no small measure due to the vigilance and preventive measures adopted by the medical service. The nursing staff is now complete, two nurses alternate in night and day duty. The hospital building was erected years ago when the institution was comparatively small. It now needs considerable alteration and enlargement to permit of proper segregation. Fortunately the health of the inmates has for some time been such that there has been little need of special isolation and extra medical attention. Within the last two years the population has grown considerably and at any time it may be necessary to segregate groups of patients. The hospital equipment needs to keep pace with the normal growth of the population.

The plans for the better classification and adjustment of the administrative affairs of the three State institutions caring for the feeble-minded depend in large measure upon the early extension of the cottage colonies at Newark. With a waiting list of several hundred by transfer and direct commitment, there is imperative need of the erection of four new dormitories. We also would urge the provision of adequate laundry facilities, a separate building for school and industrial work and a modern hospital building.

SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN, SYRACUSE, N. Y.

This institution for the care and education of feeble-minded children in the State of New York was established in the year 1851. It is located within the residential section of the city of Syracuse and hence is accessible. In connection with the general work of the institution a farm colony for older inmates has been maintained. This property is located at Fairmount about four miles from the city and has no present connection with the educational scheme of the parent institution. A well appointed farm house provides accommodations for the twenty-five adult inmates who now constitute the group; many of these men are past middle age. The farm dairy supplies all the milk for the city institution. the work is done by the inmates under supervision of a farmer and his wife.

The normal capacity of the school is 547. At the close of the year the attendance was 565, about equally divided between the sexes. The attendance has increased materially this year. A classification of the family according to mental proficiency shows at this time 316 of the teachable class and attending school; 99 considered unteachable or not further teachable, and 150, the remainder, who are industrially employed out of school. Inmates of the custodial type are transferred to the State institution at Rome and at Newark as vacancies occur there, and several transfers were made this year to the Craig Colony for Epileptics. There are now but three epileptics in the school.

The health record for the year again shows the prevalence of typhoid fever although some of the cases were mild. The recent outbreak occurred in the girls' building where five cases were isolated. During the winter there were three cases of scarlet fever. Cases of scabies have been under treatment each month. A careful examination and inquiry has been made by the medical staff and it has been concluded that inasmuch as two of the girls who were first taken with typhoid had been home during the summer months they may have contracted the disease while at their homes. The plumbing and general sanitary conditions of the school buildings have only recently been overhauled and it is

not believed that contagion is to be traced to this source. There has been but one death this year, a case of heart disease.

The hospital is located in a separate building and is excellently equipped for its work. Four experienced nurses are employed.

The increased population this year has caused crowding in the class rooms which interferes quite seriously with school work. A class of twelve to fifteen feeble-minded pupils is enough for one teacher. We would suggest a larger teaching force and additional modern school equipment such as wall maps and globes for the better study of geography and a supply of auxiliary readers. A more liberal maintenance appropriation would permit of greater latitude in educational matters. As to plant improvement, we favor the erection of coal storage sheds sufficiently large to hold a season's supply.

Respectfully submitted,

DENNIS McCARTHY,
SIMON W. ROSENDALE,
STEPHEN SMITH,

Committee on Idiots and the Feeble-Minded.

VOL. I—7

REPORT
OF THE
COMMITTEE ON SOLDIERS AND SAILORS' HOMES.

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REPORT

OF THE

COMMITTEE ON SOLDIERS AND SAILORS' HOMES.

To the State Board of Charities:

The Standing Committee on Soldiers and Sailors' Homes presents herewith its annual report for the year 1909. Visitations and inspections have been made regularly during this year. A greater number of old veterans were received, who have never before availed themselves of the privileges of the homes — men who have worked faithfully until the infirmities of advancing age, or loss of relatives and friends, make it impossible to continue self-support. A larger proportion of senile, crippled and mentally impaired persons are found than at any previous time. This, of course, increases the difficulties of administration, especially in regard to medical care and treatment.

At both the New York State Soldiers' Home at Bath and the New York State Woman's Relief Corps Home at Oxford more hospital attendants were needed and the hospital service was extended. The improvements at Bath provide for isolation of tuberculosis and better classification of the neurological cases. At Oxford the new hospital building of twenty-nine beds was filled to its capacity on opening day, and the large proportion of bed-ridden patients here makes it necessary to consider further addition to the infirmary facilities. That all soldiers' homes are meeting with the same experience is shown in public reports. In time these homes will become infirmaries. Recent data compiled by the Federal bureau show a downward trend in the total population of soldiers' homes in the United States and during the year 1906-7 increased proportion of admissions of veterans who had never before applied for assistance. At the close of the year 1906 the average number registered in all National and State homes was 42,792 or an increase of 1.63 per cent. as compared with the year 1905. At the close of the year 1907 the average

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number registered was 42,982 or an increase of 0.44 per cent. as compared with the year 1906.

At the close of the year 1908 the average was 41,828 or a decrease of 2.68 per cent. as compared with the year 1907. The figures for the year 1909 are not yet available but every indication points to a still greater decrease of the population.

We submit appended notes on each of the two New York State Homes.

NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH, STEUBEN COUNTY, NEW YORK.

(Established 1878.)

The physical improvements at this home during the year have been many. The Legislature of 1908, by special act, appropriated \$15,000 for hospital extensions. With the completion of these alterations the more important changes will be:

a. The objectionable disciplinary "Snug Harbor" will be practically eliminated, its use being restricted to cases under special night arrest.

b. By the institution of a special ward of fifty to seventy-five bed capacity, alcoholic victims will come under more direct medical supervision and treatment and be subject to better discipline.

c. The top floor of the convalescent barracks is to be enlarged to a bed capacity of 118 and conditions made as suitable as possible for the care and treatment of tuberculosis cases.

d. The third floor of Company "A" barracks will be converted into a service dormitory for civilian employees and hospital nurses.

The nurses and attendants for the infirm should be capable trained civilians. This would insure better care and discipline than when such attendants are members detailed at nominal compensation.

The new ice storage plant authorized under appropriations of the 1908 Legislature is now completed and ready for use. It covers a ground space of 182 feet by 24 and has a capacity of

1,500 tons. It is excellently built and is equipped with an electric hoist. All the work was done under home supervision.

The nuisance which menaced the welfare of the institution by the unrestricted sale of alcoholic drinks to inmates in twenty-eight or thirty saloons near the premises may be abated after October 1, 1910, for at the recent general election the community voted "no license" to the liquor traffic.

A system of pass-cards has been designed to regulate the hours of leave from the home grounds and to restrict more effectually those who evade the rules. A white card is issued to each member on admittance and represents exemplary conduct; this entitles the holder to free coming and going between the hours of 8 A. M. and 9 P. M. A green pass-card represents a modified privilege and is good only from 8 A. M. to 5 P. M. Delinquents are not permitted to leave the grounds.

The general health has been good. However, owing to the increase of chronic infirmities the average hospital census has increased from 374 in 1907 and 390 in 1908, to 431 in 1909. The death rate from chronic ailments and old age is greater this year than formerly. There were 273 deaths; 258 persons died in the hospital proper and eleven were moribund on admission. The average age of patients under medical care on September 30, 1909, was 72.85 years as against 70.89 years one year ago. The home census at the close of the year was 2,129; of this number 177 were on furlough. The capacity remains as before, 2,000. The needs of this home as viewed by the committee are:

(1) Early substitution of civilian paid helpers in the hospital and mess-hall service to improve the administration.

(2) Extension of the water supply to provide increased fire protection.

(3) Prompt rebuilding of the sewage disposal filtration beds.

(4) Adequate passenger elevator service in the general hospital and convalescent barracks.

(5) Extension of the telephone system to provide an interior service between wards in the hospital.

(6) Further special fund allowance for necessary interior and exterior painting and renovation.

NEW YORK STATE WOMAN'S RELIEF CORPS HOME,
OXFORD, CHENANGO COUNTY, N. Y.

(Established 1894.)

The general administration of this home reflects credit on the officers and board of managers.

The following improvements were noted:

The new hospital authorized by the last Legislature has been completed and equipped. Its capacity of twenty-nine is not adequate, even to the needs of special bed-ridden cases requiring constant attention. At present it is used exclusively for women patients.

The land about the hospital was graded, terraced and set out with young pine trees, and the flagstone walk was extended. Water from two springs on the Sturgis farm has been piped to the storage supply.

The work of supplying water from the Chenango river for fire protection progresses favorably.

Improvement of the grounds includes the rebuilding of a fountain on the front lawn in full view of the cottages, and placing electric lights on the premises. Various colored bulbs are used to give variety to the illumination. On completion of the assembly hall and chapel in the central cottage it is planned to provide better entertainment for the members.

The capacity of the home, including the hospital, is 230. At the close of the year the census was 183, classified as follows: Veterans, 38; veterans' wives, 38; veterans' widows, 105; veteran's mother, 1; army nurse, 1.

About one-third of the present family are helpless enough to need special care. This proportion is higher than that of New York State Soldiers and Sailors' Home at Bath, which averages about one-fourth of its population helpless. The number of deaths for the year 1909 was 29, an increase of 5 over last year.

The hospital staff and service is excellent; two trained nurses are on duty under the direction of a resident physician and a sufficient number of paid civilian attendants and orderlies are provided.

The committee recommends for this institution a sufficient appropriation to provide separate and distinct hospital wings for the isolation of tuberculosis and other contagious diseases.

Respectfully submitted,

HORACE McGUIRE,

WILLIAM H. GRATWICK,

RALPH W. THOMAS,

Committee on Soldiers and Sailors' Home.

REPORT
OF THE
COMMITTEE ON CRAIG COLONY.

[203]

REPORT
OF THE
COMMITTEE ON CRAIG COLONY.

To the State Board of Charities:

Your Committee on Craig Colony submits herewith its annual report.

Craig Colony has been unable to keep pace with the demands for admission made upon it, although since its establishment in 1894 it has been enlarged until its present capacity approaches 1,400. There are outside of institutions in the State approximately 1,200 epileptics who are in need of institutional care. Of these, some now curable will pass to the "possible improvement stage" while they are awaiting admission to the Colony. To provide immediate care for these unfortunates, especially those who may now be actually benefited by Colony life, is a reason why the opening of Letchworth Village is necessary. If, as is expected, the new institution will have facilities to care for patients in the fall of 1910, it can relieve Craig Colony thereafter of many of the patients from the southeastern part of the State and of a proportion of the "low-grade," or purely custodial cases, now at Sonyea. Craig Colony can then admit patients when the applications are first received and more nearly provide for them "the humane, economic and scientific care and *treatment*" they need.

Although the custodial care provided for chronic cases is essential as one of the steps in retarding the spread of epilepsy, especial interest always centres in the younger and more recent cases. Since the opening of the institution, of 1,562 patients discharged, 50 cases were cured and 390 were improved. These figures show that epilepsy *will* respond to treatment, but not readily; that chronic cases may be improved by living in accordance with strict rules of health; that permanent cures may be effected if the disease is treated within twelve months of the onset of the seizures. These facts show how intractable a disease epilepsy is and how necessary it is that the physicians have every favorable opportunity to accomplish results. The study of the cases which do

yield to treatment enables them to determine the best courses to be followed in the treatment of other patients. For this reason their study will be facilitated by a well-equipped laboratory, by a supply of necessary implements and an up-to-date medical library.

In the crusade against this disease, two restrictions would help greatly. If (1) the Colony were given the authority to retain patients of sub-normal mentality who cannot care for themselves outside of an institution, and (2) if a statute were enacted forbidding the marriage of epileptics, then hereditary epilepsy would be restricted.

For those epileptics at the Colony who are amenable to the discipline and physically able, hours of occupation and recreation are now planned. The women help with household work, do sewing or pursue one of the many industries which are carried on at the institution. The men farm, assist the plumber, painter and mason, or follow some special industry, such as brick making, mattress making, blacksmithing, cobbling, broom making, carpentering or tailoring as well as the shoemaking, the chair caning and the rug making introduced this year. Entertainments are given at intervals or on special occasions, and some of the patients are allowed to leave the institution grounds with special permission to go to neighboring places for recreation. Separate religious services are held for the Protestant, the Catholic and the Jewish contingents. In these and other different matters, the aim of the officers is to make the patients as contented as possible.

With the younger children school work has made some progress during the year. The girls, eighty in number, have attended the classes provided for them and forty-five boys have studied the common school branches. Besides this, forty-six boys and young men have followed the Sloyd course, which is pursued with great interest as well as profit. It must be remembered, too, that school work and manual training are important to these epileptics. It is most desirable that they shall at least be able to read, if only for their own pleasure; but even more important is the training in discipline, obedience, orderliness and accuracy which is so necessary in their life at the Colony and even much more necessary outside of the institution.

The fire department has been reorganized and now the Colony has a main hose company besides a hook and ladder company, a chemical company, a protective company and three auxiliary hose companies, all of these holding regular monthly drills. The patients are drilled every two weeks for fire fighting in their respective cottages and a modern fire alarm system with eight stations has been installed.

Of the 1,895 acres of excellent land at Craig Colony, there is much which the institution is not in a position to use profitably for agricultural and forestry purposes. The large amount of free labor which could be utilized to the advantage of the State and the colonists has led the board of managers to call the attention of the State Commissioner of Agriculture to the possibility of making use of the land and free labor to develop an "experimental station" for the benefit of the western part of the State.

Many improvements have been made recently. Besides the usual yearly work done by the plumber, the carpenter, engineer, painter and plumber, much grading and planting have been done, numerous cement walks laid and the sewage disposal system and water main of the women's group improved. Additions to the general equipment include (1) farm and garden utensils; (2) complete breadmaking machinery; (3) an ambulance; (4) vertical filing system for the medical records with card index; (5) the transfer of the medical office and library from the Peterson hospital to the administration building, thus centralizing the executive department.

During the year the following improvements were completed: (1) Two pavilions for contagious diseases; (2) three additional cottages for married employees and one for the Protestant chaplain; (3) an addition to the bakery; (4) resetting of two of the boilers at the Villa Flora and installing of new grates; (5) two new silos; (6) the cemetery changed to a more desirable location. The service building was opened for use January 28, 1909. It contains among other rooms those set apart for school and sewing purposes.

Several other important improvements are under way or planned. These include (1) the construction of a small addition to the laboratory, which will facilitate the holding of autopsies;

(2) a new steam-heating line from the power-house to the different buildings in the industrial group, the hot water heaters now in those buildings to be placed at the Schuyler infirmary and Peterson hospital; (3) telephones to the brick yard, seedhouse and horse barn; (4) two buildings for tubercular patients to be ready early in 1910.

Besides these, there are other changes and improvements which the officers of the institution believe necessary. (1) The House of Six Nations, an old four-story frame building, one of the original structures built by the Shakers a half century ago, has been occupied by some seventy patients since the establishment of the Colony fifteen years ago. This, however, has become so dilapidated, unsanitary and unsafe that it should be replaced by a suitable building which will cost approximately \$40,000. (2) The Peterson hospital needs a wing for female patients, as the bed capacity is now entirely inadequate. (3) At present the Colony has no facilities for isolating new comers and thus preventing the introduction of contagious diseases. Two new reception cottages should be built and used for quarantine, and at the same time for observation with a view to planning special courses of treatment. (4) There also seems to be need of an ophthalmologist and a dentist, so that patients needing their attention may not be neglected.

The training school for nurses which has been at work for some time may be discontinued, as it is not registered and cannot be until it is in charge of a competent registered head nurse and maintains a full course of instruction. Such a course is necessary to give to the graduates an opportunity to take the regular State examination. Desirable nurses in training will not continue at this institution if they cannot be registered. In any event, however, it is desirable that a head nurse be in the institution and that the training school be continued to prepare nurses and attendants for their work at the Colony.

Details of the management, the general needs of the Colony and suggestions for improvements and changes are fully incorporated in the board's annual report.

Respectfully submitted,

STEPHEN SMITH, M. D.,

Chairman.

November 1, 1909.

REPORT
OF THE
BOARD OF MANAGERS OF CRAIG COLONY.

[209]

SIXTEENTH ANNUAL REPORT OF THE BOARD OF MANAGERS OF THE CRAIG COLONY FOR EPILEPTICS.

To the State Board of Charities:

We have the honor to present herewith the Sixteenth Annual Report of the Craig Colony for Epileptics for the fiscal year ending September 30, 1909.

The Board's Membership.

In view of section 51, chapter 149 of the Laws of 1909, the membership of the Board of Managers was reduced, retiring the following: Mr. H. E. Brown, Dr. George E. Gorham, Mr. William P. Biggs and Mr. Stanley Hunting.

Census.

On October 1, 1908, the census was 1,232 — male 667, female 565. There were admitted during the year 286 — males 163, females 123. There were discharged, died and transferred 217 — males 137, females 80, making the census, September 30, 1909, 1,301 — males 693, females 608. New buildings, now in the course of construction, will increase our capacity for the admission of seventy more patients, and changes in the Administration building and Peterson hospital will increase the capacity of the latter twenty beds for male patients, and when these shall be completed, the demand for admission will be greatly in excess of our ability to receive.

A Jewish Chaplain, Rev. Dr. A. Blum, was appointed during the year, to provide services for 100 Jewish patients residing at the Colony.

General Improvements.

There have been completed during the year, under prior appropriations, two pavilions for contagious diseases, four cottages for employees, addition to bakery, two silos; and there are

in the course of construction two buildings for tubercular patients, with capacity for at least thirty-five beds each.

There have been added to the general equipment, an ambulance, farm and garden utensils, bread-making machinery, vertical filing system of medical records, and in the Administration building, added facilities for the executive department of the institution.

Much grading and planting has been done, 1,000 feet of cement walks laid and improvements made in sewage disposal system and water main of Women's Group.

Per Capita Cost.

The per capita cost (\$172.687) is lower than last year but is due to our having under paid officers and employees, an insufficient number of attendants and inadequate supplies. State hospitals for the insane, of the same general nature as Craig Colony, are more adequately supplied than are we. Our per capita appropriation should be at least \$180 per year.

Repairs.

Practice of true economy demands a larger fund for the purpose.

The House of Six Nations, an old four-story frame building, one of the original structures built by the Shakers a half century ago, and which has been occupied by some seventy patients since the foundation of the Colony — *i. e.*, for practically fifteen years, has now become so dilapidated, unsanitary and unsafe that the Board of Managers condemns it and requests that the Legislature appropriate sufficient money to raze it to the ground. There should be constructed a new building to accommodate approximately the same number of patients. We ask \$40,000 for this purpose.

Summary of Special Appropriations Required at this Time.

Item 1.

West wing for Peterson Hospital.....	\$25,000
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Item 2.

House for first assistant physician.....	4,000
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Item 3.

Enlarging central heating and power plant..... \$60,000

Item 4.

For coal trestle and storage vault at main power plant 12,000

Item 5.

For reception cottage for male patients..... 35,000

Item 6.

For reception cottage in Villa Flora Group..... 35,000

Item 7.

For Protestant chapel..... 20,000

Item 8.

For construction of brick school..... 12,000

Item 9.

For construction and equipment of a blacksmith shop. 2,000

Item 10.

For furnishing two tubercular pavilions..... 2,500

For replacing worn out furniture, etc..... 5,000

Item 11.

For addition to laboratory..... 7,000

Item 12.

For scientific books, surgical books and appliances... 2,500

Item 13.

For barn 5,000

Item 14.

Repairs and equipment 25,000

Item 15.

For two cottages for mentally confused patients....	\$40,000
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Item 16.

For veranda for south side of hospital.....	4,000
For sun rooms at Hepatica, Iris, Nasturtium and Orchid	500

Item 17.

Finishing third floor Spratling Hall.....	5,000
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Item 18.

Refrigerating plant and ice machine.....	10,000
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Item 19.

Permanent right of way to part of Colony premises..	650
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Item 20.

Nurses' Home in Mens' Group.....	20,000
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Item 21.

For dormitory in West Group to take the place of Six Nations building	40,000
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Total	<u>\$372,150</u>
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For maintenance for the fiscal year 1910-1911.....	<u>\$252,000</u>
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Respectfully submitted,

FREDERICK PETERSON,
JAMES H. LOOMIS,
JEANETTE R. HAWKINS,
PERCY L. LANG,
DANIEL B. MURPHY,
ABOTT LOW DOW,
WM. A. DOUGLAS.

Sonyea, N. Y., October 12, 1909.

TREASURER'S ANNUAL REPORT.

To the Board of Managers of Craig Colony for Epileptics:

The treasurer of Craig Colony for Epileptics respectfully submits the following annual report for the year ending September 30, 1909:

GENERAL FUND — MAINTENANCE.

Receipts.

1908

Oct. 1. Balance in treasurer's hands.....	\$894 10
From Comptroller, chap. 465, Laws 1908.	186,000 00
From Comptroller, chap. 433, Laws 1909.	29,000 00
From Comptroller, chap. 466, Laws 1909.	5,743 99
From clothing	15,510 91
From reimbursing patients.....	6,158 73
From miscellaneous earnings.....	285 14
From farm products.....	2,312 36
From refunds	15 65
	\$245,920 88

Disbursements.

Disbursements, less refunds	\$219,891 51
Disbursements, including	
refunds	219,907 16
Disbursed to State Treasurer, as per sec. 37, chap. 580, Laws of 1899.....	24,267 14
Balance in treasurer's hands	1,746 58
	\$245,920 88

Dormitories.

Chap. 578, Laws 1907.

1908

Oct. 1. Balance in Comptroller's hands.....	\$24 18
Received from Comptroller, and disbursed	\$19 58
Lapsed	4 60
	<hr/>
	24 18

Hospital Instruments, Books and Equipment.

Chap. 578, Laws 1907.

1908

Oct. 1. Balance in Comptroller's hands.....	\$44 96
Received from Comptroller, and disbursed	\$38 27
Lapsed	6 69
	<hr/>
	44 96

Service Building — Women's Group.

Chap. 466, Laws 1908.

1908

Oct. 1. Balance in Comptroller's hands.....	\$7,048 99
Received from Comptroller, and disbursed	\$7,047 92
Balance in Comptroller's hands	1 07
	<hr/>
	7,048 99

Industries and Maintenance.

Chap. 578, Laws 1907.

1908

Oct. 1. Balance in Comptroller's hands.....	\$4,943 75
Received from T. L. Stone, steward (sale of farm products) and forwarded to State Treasurer	529 04
	<hr/>
	\$5,472 79

1908

Oct. 1. Received from Comptroller, and disbursed	\$3,293 77	
Reappropriated by chap. 466, Laws 1908	2,179 02	
	<hr/>	\$5,472 79
		<hr/>

Industries and Maintenance.

(chap. 466, Laws 1908.

Balance transferred from "Industries and Maintenance, chap. 578, Laws 1907" ..	\$2,179 02	
Received from T. L. Stone, steward (sale of farm products) and forwarded to State Treasurer	1,783 32	
	<hr/>	\$3,962 34

Received from Comptroller and disbursed	\$377 89	
B a l a n c e in Comptroller's hands	3,584 45	
	<hr/>	3,962 34
		<hr/>

Furnishings.

Chap. 466, Laws of 1908.

1908

Oct. 1. Balance in Comptroller's hands.....	\$612 12	
Received from Comptroller and disbursed	\$603 15	
B a l a n c e in Comptroller's hands	8 97	
	<hr/>	612 12
		<hr/>

Building for Storage.

Chap. 466, Laws of 1908.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$348 27
Received from Comptroller and disbursed	\$275 73
Balance in Comptroller's hands.	72 54
	<hr/>
	348 27
	<hr/>

Electric Lighting and Telephone Wires:

Chap. 466, Laws of 1908.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$15 19
Received from Comptroller, and disbursed	\$12 59
Balance in Comptroller's hands	2 60
	<hr/>
	15 19
	<hr/>

Grading and Walks:

Chap. 571, Laws of 1907.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$1 93
Lapsed	\$1 93
	<hr/>
	1 93
	<hr/>

Books, Instruments and Equipment:

Chap. 571, Laws of 1907.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$27 22
Received from Comptroller and disbursed	\$26 75
Lapsed	47
	<hr/>
	27 22
	<hr/>

Repairs and Equipment:

Chap. 571, Laws of 1907.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$81 99
Received from Comptroller and disbursed	\$73 30
Lapsed	8 69
	<hr/>
	81 99

Reconstruction Mill for Ice House:

Chap. 571, Laws of 1907.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$96 06
Received from Comptroller and disbursed	\$95 64
Lapsed	42
	<hr/>
	96 06

Additional Boiler Connections:

Chap. 571, Laws 1907.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$1,137 17
Reappropriated by chap. 433, Laws 1909	\$1,137 17
	<hr/>
	1,137 17

*Additional Boiler Connections:*Reappropriated from chap. 571, Laws 1907,
by chap. 433, Laws 1909.

1908.

Oct. 1. Balance reappropriated	\$1,137 17
Received from Comptroller and disbursed	\$1,124 96
Balance in Comptroller's hands	12 21
	<hr/>
	1,137 17

Stone Roadway on Estate:

Chapter 571, Laws 1907.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$5,169 91
Reappropriated by chap. 433,	
Laws 1909	\$5,169 91
	<hr/>
	5,169 91
	<hr/> <hr/>

*Stone Roadway on Estate:*Reappropriated from chap. 571, Laws 1907, by chap.
433, Laws 1909.

1908.

Oct. 1. Balance reappropriated	\$5,169 91
Balance in Comptroller's	
hands	\$5,169 91
	<hr/>
	5,169 91
	<hr/> <hr/>

Stone Roadway Across Estate:

Chapter 571, Laws 1907.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$5,569 27
Received from Comptroller	
and disbursed	\$4,550 61
Reappropriated by chap. 433,	
Laws 1909	1,018 66
	<hr/>
	5,569 27
	<hr/> <hr/>

*Stone Roadway Across Estate:*Reappropriated from chap. 571, Laws 1907, by chap.
433, Laws 1909.

1908.

Oct. 1. Balance reappropriated	\$1,018 66
Received from Comptroller	
and disbursed	\$58 40
Balance in Comptroller's	
hands	960 26
	<hr/>
	1,018 66
	<hr/> <hr/>

Cellars and Floors:

Chap. 571, Laws 1907.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$215 92
Received from Comptroller	
and disbursed	\$213 35
Lapsed	2 57
	<hr/>
	215 92
	<hr/> <hr/>

Repairs and Equipment:

Chap. 469, Laws 1908.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$3,964 83
Received from Comptroller	
and disbursed	\$3,868 23
Balance in Comptroller's	
hands	96 60
	<hr/>
	3,964 83
	<hr/> <hr/>

Books, Instruments and Appliances:

Chap. 469, Laws 1908.

1908.

Balance in Comptroller's hands.....	\$1,308 75
Received from Comptroller	
and disbursed	\$1,215 80
Balance in Comptroller's	
hands	92 95
	<hr/>
	1,308 75
	<hr/> <hr/>

Four Cottages for Employees:

Chap. 571, Laws 1907.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$6,279 96
Received from Comptroller	
and disbursed	\$5,583 44
Reappropriated by chap. 433,	
Laws 1909	696 52
	<hr/>
	6,279 96
	<hr/> <hr/>

Four Cottages for Employees:

Reappropriated from chap. 571, Laws 1907, by chap.
433, Laws 1909.

1908.

Oct. 1. Balance reappropriated	\$696 52
Received from Comptroller and disbursed	\$561 70
Balance in Comptroller's hands	134 82
	<hr/>
	696 52

Pavilion for Contagious Diseases:

Chap. 578, Laws of 1907.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$1,668 40
Received from Comptroller and disbursed	\$1,490 91
Reappropriated by chap. 433, Laws 1909	177 49
	<hr/>
	1,668 40

Pavilion for Contagious Diseases:

Reappropriated from chap. 578, Laws of 1907, by chap.
433, Laws 1909.

1908.

Oct. 1. Balance reappropriated	\$177 49
Received from Comptroller and disbursed	\$52 49
Balance in Comptroller's hands	125 00
	<hr/>
	177 49

Furnishings:

Chap. 469, Laws 1908.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$512 35
Received from Comptroller and disbursed	\$480 47
Balance in Comptroller's hands	31 88
	<hr/>
	512 35

Grading, Walks and Planting:

Chap. 469, Laws 1908.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$574 89
Received from Comptroller and disbursed	\$574 67
Balance in Comptroller's hands	22
	<hr/>
	574 89

Water Pipes, Hydrants and Fire Apparatus:

Chap. 469, Laws 1908.

1908.

Oct. 1. Balance in Comptroller's hands.....	\$2,660 79
Received from Comptroller and disbursed	\$2,643 27
Balance in Comptroller's hands	17 52
	<hr/>
	2,660 79

Highway Across Estate:

Chap. 469, Laws 1908.

1908.

Oct. 1. Appropriation	\$5,400 00
Received from Comptroller and disbursed	\$4,237 99
Balance in Comptroller's hands	1,162 01
	<hr/>
	5,400 00

Two Buildings for Tubercular Patients:

Chap. 469, Laws 1908.

1908.

Oct. 1. Appropriation	\$30,000 00
Received from Comptroller and disbursed	\$3,133 38
Balance in Comptroller's hands	26,866 62
	<hr/>
	30,000 00

Service Building — Women's Group:

Chap. 571, Laws 1907.

1908.

Oct. 1. Appropriation	\$2,000 00
Received from Comptroller and disbursed	\$1,993 07
Lapsed	6 93
	<hr/>
	2,000 00

Addition to Bakery:

Chap. 469, Laws 1908.

1908.

Oct. 1. Appropriation	\$2,000 00
Received from Comptroller and disbursed	\$1,980 16
Balance in Comptroller's hands	19 84
	<hr/>
	2,000 00

Books, Instruments, Etc.:

Chap. 461, Laws 1909.

1908.

Oct. 1. Appropriation	\$1,000 00
Received from Comptroller and disbursed	\$320 78
Balance in Comptroller's hands	679 22
	<hr/>
	1,000 00

Furnishings:

Chap. 461, Laws 1909.

1908.

Oct. 1. Appropriation	\$5,000 00
Received from Comptroller and disbursed	\$1,867 75
Balance in Comptroller's hands	3,132 25
	<hr/>
	5,000 00

Repairs, Equipment, Etc.:

Chap. 461, Laws 1909.

1908.

Oct. 1. Appropriation	\$11,000 00
Received from Comptroller and disbursed	\$2,490 96
Balance in Comptroller's hands	8,509 04
	<hr/>
	11,000 00
	<hr/> <hr/>

Construction of Roads:

Chap. 461, Laws 1909.

1908.

Oct. 1. Appropriation	\$5,000 00
Received from Comptroller and disbursed	\$464 27
Balance in Comptroller's hands	4,535 73
	<hr/>
	5,000 00
	<hr/> <hr/>

Two Tubercular Buildings:

Chap. 461, Laws 1909.

1908.

Oct. 1. Appropriation	\$8,000 00
Received from Comptroller and disbursed	\$42 35
Balance in Comptroller's hands	7,957 65
	<hr/>
	8,000 00
	<hr/> <hr/>

All of which is respectfully submitted.

JOHN F. CONNOR,
Treasurer Craig Colony for Epileptics.

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We hereby certify that we have examined the foregoing treasurer's report for the year ending September 30, 1909, have compared the same with the treasurer's books and vouchers and with the superintendent's books and report, and we believe the same to be correct.

PERCY L. LANG,
J. H. LOOMIS,
DANIEL B. MURPHY,
Auditing Committee.

REPORT OF THE ACTING MEDICAL SUPERINTENDENT.

SONYEA, N. Y., October 12, 1909.

To the Board of Managers of the Craig Colony for Epileptics:

The annual report of the acting medical superintendent for the fiscal year ending September 30, 1909, is submitted herewith:

Changes in Population.

As a result of the opening of the service building in January, we were able to provide two much needed sitting rooms, one at Aster, and the other at Bluet. We were also able to supply room for additional beds for thirty female patients.

With the completion of the two pavilions for tubercular patients, now under course of construction, we expect to have room for about seventy additional patients, thus bringing our capacity near the 1,400 mark.

Admission of Patients.

The pressure for the admission of patients to the Colony has continued during the year. This emphasizes the advantages to be obtained by developing Letchworth Village at the earliest possible date. That institution would provide for a great number of the mental defectives, whether epileptic or not, who are now unable to be cared for as they should. (We know there are over 1,200 epileptics alone who are waiting an opportunity for Colony care.) It would, besides, we hope, give us a chance to select our patients more carefully, so that the Craig Colony could have more admitted who are capable of instruction and improvement. Letchworth Village, according to the law creating it, should also relieve us of several hundred low-grade cases now here, thus making room for more of the type for which Craig Colony was planned.

**Population and Expenditures for the Year Ending September
30, 1909**

	Population.		
	Males.	Females.	Total.
Number of patients under date, October 1, 1908	667	565	1,232
Number of patients admitted during fiscal year 1908-1909.....	163	123	286
Number of patients discharged or died during year	137	80	217
Number of patients under date, September 30, 1909.....	693	608	1,301
Daily average attendance during fiscal year.....			1273.347
Average number of officers and employees during year			196
Ratio of all employees to patients.....			1 to 6.6

Expenditures.

Salaries and wages.....	\$87,105 30
Provisions	60,921 82
Other expenses	71,864 39
Total	\$219,891 51

PER CAPITA COST.

Our gross per capita cost is somewhat lower this year than it was in 1907-09. The reason for this is given at some length in the Steward's report. The following is a comparison of the per capita cost, gross and net, during the past six fiscal years:

FISCAL YEAR ENDING SEPT. 30.	Daily average population.	Gross with home product.	Gross with- out home product, but inclusive of receipts turned into State treasury.	Net.
1904.....	836.789	\$194.54	\$170.06	\$152.42
1905.....	992.26	185.17	168.97	151.92
1906.....	1,046.232	182.32	162.31	141.38
1907.....	1,054.30	190.59	173.40	155.69
1908.....	1,160.38	206.779	177.77	147.04
1909.....	1,273.347	198.204	172.637	153.633

The weekly per capita for 1909 was, with home product, \$3.81; without home product, \$3.32.

There is a minimum per capita cost which will permit the running of an institution in a proper manner without any extravagance. Anything below this amount would argue that the inmates of the institution are being deprived of many things conducive to their welfare.

In my opinion we cannot expect to properly maintain the Colony on a hospital basis at the present cost of supplies, etc., for a smaller sum than \$180 per year per capita, exclusive of home product.

The highest daily population during the year was 1,307, and the lowest 1,227.

During the year ending September 30, 1909, there were discharged as

Recovered	3
Improved	28
Unimproved	68
Transferred to other institutions.....	8
Otherwise discharged	1
Died	109
<hr/>	
Total	217
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Since the opening of the Colony in January, 1896, to October 1, 1909, there have been admitted 1,667 males and 1,194 females — total, 2,861. This difference in sexes has been largely due to the Colony having had more accommodations for males than for females.

During the same period 1,562 have been discharged as follows:

Recovered	46
Improved	382
Unimproved	416
Insane	125
Died	593
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Total	1,562
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Of the number now present there are 104 who reimburse for maintenance in whole or in part, the remaining 1,197 being supported entirely by the State.

Age at Onset and on Admission.

Deducting 88 readmissions, the average age on admission of the 2,861 patients thus far admitted is found to be 24.1 years.

Deducting still further 71 cases in whom age at onset was unknown, we find the average age at onset in the remaining 2,702 patients as being 12.1 years.

These figures show conclusively that as a rule the epilepsy is of long duration when the patient comes to the Colony.

Deaths During the Year.

The death rate, 7.1 per cent., is somewhat higher than in former years, but in the table of deaths for 1908-09 it will be noted that a considerable number were due to pulmonary tuberculosis. A large per cent. was, as might be expected, due more or less directly to their epilepsy.

The pathologist, Dr. Munson, presents in his report considerable data relative to death in epilepsy, particularly sudden deaths. The low temperature found in so many cases is worthy of extended study, not only among epileptics but also other defectives.

Hereditary Factors in Epilepsy.

In a majority of the epileptics the symptoms of that disorder are but concomitant with the mental defect in a subnormal individual.

The apparent increase during our century, in the number of cases of syphilis, alcoholism, insanity, epilepsy and similar conditions should be an incentive to those familiar with the situation to make constant efforts toward preventing at least a part of the development of such disorders.

Laws to prevent marriage or cohabitation of mental defectives, epileptics, etc., and instructing the public regarding the effects of alcoholism, syphilis, epilepsy, insanity, etc., in the parent on the children, will not at once bring about a complete cessation of the occurrence of these disorders, and, so far as our present-day knowledge goes, never can. These measures would, however, if carried out intelligently, cause a material reduction of such conditions as the people in general learn of the great necessity of taking an active part along preventive lines.

Coöperation of All Required.

It should be recognized by the various governments, municipal, county, state or national, that persevering, concerted effort along the lines of prophylaxis of epilepsy, insanity, mental deficiency and allied disorders is required.

Controlling the sexual instinct by education or by law tends naturally to prevent to a limited extent the procreation of the unfit by the unfit. But a large number of this class cannot be controlled unless placed under suitable supervision in special institutions. This applies particularly to the female.

A great desideratum is thorough education of the mass of the people regarding the proper steps to be taken toward thus preventing the great numbers of unfit from being brought into the world.

Another thing to be remembered is that no matter in what walk or station of life we search, whether we observe the educated class or the ignorant mass, the religious or irreligious, the white or black, the dweller in the town or in the country, among all we discover the degenerate of one type or another.

While we cannot in all probability hope to obtain results so marked as those seen in connection with the crusade against tuberculosis, we should make the start by appealing directly to the public for coöperation in preventive measures along the lines of public health.

It will take many years of persistent and patient effort before material results can be obtained.

Dr. W. P. Spratling endeavored, some few years since, to have a law passed in this State restricting the marriage of defectives, etc., but failed because the lawmakers did not appreciate the great importance of such a measure.

In a recent instance a feeble-minded young woman was removed from the Craig Colony by her brother. Two months later I received a letter advising me she had been married. This is but one example of what is a fairly common practice. Try to imagine what offspring may result from such a union.

A Recent Recommendation by the State Board of Charities.

"That the power of the Board of Managers of the Craig Colony for Epileptics and of the State Custodial Asylums for the feeble-minded to make rules governing the retention and discharge of inmates be made clear and explicit, and that the State Charities Law be amended so as to give such Boards of Managers the right to restrain the inmates from absconding, and also subject to confirmation by the nearest court of competent jurisdiction, the right to refuse requests for the discharge of inmates to the custody of relatives, friends or other persons, should such refusal be in the interest of the public or for the protection of the inmates."

Those whose condition proved to be such that custodial care ought to be provided indefinitely, should be committed by due process of law on request made by the Board of Managers of the Colony.

They should have custodial power, at least, over female epileptics during the child-bearing age, to prevent, as far as possible, such occurrences as the one just referred to.

In order to provide for such a measure, a law similar to the foregoing resolution should be placed on our statutes at the earliest possible date. Laws along similar lines are in force in Massachusetts, Kansas, Ohio and New Jersey, why not in New York?

Instructions relative to sanitation and hygiene must necessarily bring about effects, but as I have before stated, great good can be looked for in the not distant future if a widespread campaign of special education be made regarding alcoholism and venereal diseases.

Alcohol is without doubt the most important factor in the production of degeneration of the human race. This has long been known by those interested in the study of defectives.

If the use of alcohol could be controlled, we could see a marked diminution in the number of insane, epileptic, criminals, vagrants, etc.

A fact to be remembered is that many alcoholics are such as the result of being mentally defective, products of alcoholic indulgence in a preceding generation.

Even if we be accused of reiteration, the truth in regard to the causes of mental defectiveness, epilepsy, etc., should be stated plainly and frequently to the general public.

Oftentimes great difficulty obtains in the procuring of information from relatives of patients as to hereditary factors. This is partly due to lack of knowledge on their part and partly due to a desire to conceal such information from the physician on account of a false family pride.

Child labor and lack of attention to school matters are large factors in bringing about impairment of the nervous system.

After Care Problem.

Adequate supervision and after care of those leaving institutions for defectives is very necessary in all instances. These people should be under intelligent observation during their entire lifetime. How seldom is this given attention. Some good work along this line is being done for the insane and delinquent.

Tuberculosis.

The frequency with which tuberculosis manifests itself amongst the defectives is shown by the following table which was obtained as a result of a careful examination (Von Pirquet and Morro tuberculin tests were used in several cases) of all of the patients at the Colony:

Suspected cases of tuberculosis.....	75
Quiescent cases of tuberculosis.....	51
Incipient cases of tuberculosis.....	37
Active cases of tuberculosis.....	30
Chronic cases of tuberculosis.....	3
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Total	196
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Two pavilions for the care of this class are now in course of erection at the Colony.

Probable Cause of Seizures in Epilepsy.

Can we ascertain the cause of the epileptic seizure until we can see the actual metabolic changes of a living cell? Can such a knowledge ever be acquired?

By working so far as our present-day methods and knowledge permit, along lines of investigation which cover the ingestion of food and its digestion in and absorption from the gastro-intestinal tract and assimilation; the blood and lymph in its various phases; abnormal conditions of the heart and entire circulatory apparatus; the numerous changes in the liver, thyroid, pituitary, adrenal and other glands, with secretions therefrom, the excretion of waste material through the kidney, bowel, skin and lungs; the changes in the brain, etc., etc., we will find conditions which appear somewhat different from what is considered to be normal.

But can we say that because we find these abnormalities in the epileptic that they are the cause of the seizure—be it mild or severe—Petit Mal, Psychic or Grand Mal?

It would seem to me that when we do find, if such is possible, the exact cause of a seizure in one so-called idiopathic epileptic, we will also find that this same cause is not the disturbing element in many—perhaps the majority of other epileptics.

The *causes* and not the cause seem to be what will some day be brought to light.

Many epileptics show, so far as our present knowledge goes, no difference from their neighbors who are free from seizures, be these neighbors so-called normal persons or manifestly impaired either physically or mentally.

Stigmata of degeneration, dental caries, phimosis, enlarged tonsils, adenoids, hemorrhoids, eye defects, etc., etc., are in evidence throughout the general population. Is it only a coincidence that they are found in the epileptic, or are they themselves exciting causes, as has been maintained?

The study of the ductless glands and their relation to one another seems at the present time to be the one offering most as regards ascertaining the actual cause or causes of seizures.

Colony Care for the Epileptic.

The average epileptic improves both mentally and physically when leading a Colony life. His seizures are as a rule less frequent under the regular mode of life and simple dietary. He is as contented as it is possible for an epileptic to be.

If people sending patients to the Colony would impress them with the idea that they should come prepared to remain indefinitely, it would be so much better for all concerned.

Too frequently we have the experience of admitting patients and directly afterwards are besieged with requests from their relatives or friends to grant them a leave of absence for a more or less prolonged period. Many of these are discharged, and then within a short time seek readmission.

Many such patients might be benefited considerably if they would but remain here for a period of years.

Contagious and Infectious Diseases.

Cases of chickenpox, measles, German measles and diphtheria occurred during the year.

The two pavilions for contagious diseases were opened for use on January 15, 1909, and have proved to be quite convenient. A telephone will be placed in each at an early date.

One male patient showing a bacteriological but not clinical diphtheria died. He was a paretic who had previously been a patient in two of the New York State hospitals for the insane.

Miss Anna Wortman, female attendant, died in the Colony hospital on February 15, 1909, of typhoid fever, which disease was, in all probability, contracted by her in December, 1908, or January, 1909, while visiting her sister in Corning, N. Y. This sister was at that time suffering from the disease and Miss Wortman cared for her over a period of several weeks.

When one considers that we admit our patients from all parts of the State, it seems fortunate that we do not have more cases of a contagious nature introduced.

Reception Cottages.

When the Colony was originally planned it was thought best to arrange for observation cottages. For various reasons these have never been constructed.

Patients entering the Colony are examined by a physician as soon after admission as possible, and placed in a cottage suitable to their mental status. They are assigned to some work for which they seem best adapted if physically and mentally capable of doing such. At no time, however, are we able to keep any great number

of new admissions under close observation over an extended period, as should be done in all cases when the entrance examination shows that there is any possibility of improving their condition. While being kept under the close observation of physicians and especially trained nurses, these patients should receive every possible therapeutic aid which their state demands—hydrotherapy, electricity, massage, diet, drugs, etc. If such a course of treatment could be followed for a certain period, depending upon the individual case, a much more accurate and scientific method of treatment might be carried out and better results obtained. A cottage with the necessary equipment for caring for fifty patients might be arranged for in the Women's Group and a similar one in the Men's Group. Small wards rather than single rooms should be provided in these structures. Trained nurses on duty in these proposed buildings in a larger proportion than allowed for general cottage work would be in a position to make valuable observations on seizures, etc., which cannot be done at the present time because of the scattering about of patients and the varied duties of nurses and attendants in the ordinary Colony households.

Under the list of special appropriations, I mention the cost of providing accommodations along these lines.

Care of Mentally Disturbed Patients.

Male patients becoming mentally disturbed are now cared for as far as is possible in the Letchworth House instead of sending them to the Loomis Infirmary, where they have to associate with the idiots and demented when they recover from the period of mental aberration. The rooms in the Letchworth House used for this purpose are far from what is desirable, so that we have at the present time no suitable arrangements for treating and properly caring for such patients.

The patients of this type among the women must necessarily be cared for at the present time in the Schuyler Infirmary under rather unsatisfactory conditions, for we have no other place to which we can send them.

Inasmuch as we must always have a considerable number of patients temporarily insane, it would seem all important that proper facilities should be provided for caring for them during

such periods. The only manner in which this can be done is by the use of small, separate cottages, fitted up in the proper manner, especially with hydrotherapeutic outfits. These patients are in great need of special medical and nursing attention at those times.

These cottages should not be occupied by any low grade cases. If possible, the cottages should be located a little apart from the others but still be easy of access. An item for such cottages is included under the list of special appropriations to be asked for.

The strong rooms located in the two infirmaries, Letchworth House and Farmstead Group have been abandoned and as soon as funds are available, will be arranged for use as single rooms, small wards or clothes rooms as may be required.

Care of the Sick.

A sick ward for female patients other than those living in the Schuyler Infirmary and for whom there is not sufficient accomodation at Peterson Hospital, has been arranged for at Trillium Cottage and has proved very satisfactory. This provides a closer supervision of such patients, both during the day and at night. This building is also used for the time being as a reception cottage for female patients.

Treatment During the Year.

The usual lines of treatment have been carried out. A series of cases has been given various calcium salts without any noticeable benefit except in one patient with a family history of hemophilia.

Another series of cases has been kept on a buttermilk diet with some beneficial results.

Medical Work During the Year.

The following tables show to some extent the amount of medical work done at the Colony during the fiscal year just closed.

The major surgical operations have been ably performed by Dr. Collier, assisted by the members of the Colony staff.

The number of cases of mental disturbances cannot but impress one with the great necessity for providing proper means for caring for patients at such times.

It will be noted that the number of injuries received during seizures is still considerable.

REPORT OF MEDICAL AND SURGICAL CASES DURING THE YEARS 1909-1910.

Medical.

Infectious Diseases.

Varicella.	6
Diphtheria	5
Erysipelas	8
Acute miliary tuberculosis.	1
Pulmonary tuberculosis	39

Diseases of the Digestive System.

Follicular tonsilitis	30
Simple tonsilitis	58
Acute catarrhal pharyngitis.	84
Acute gastritis	78
Intestinal obstruction	2
Intestinal tympanites	2
Appendicitis	4
Gastro enteritis	7
Acute enteritis	118
Chronic enteritis	2
Dysentery	1
Hepatic colic	1
Gastric ulcer	1

Diseases of the Respiratory Organs.

Autumnal catarrh	1
Acute catarrhal laryngitis.	24
Acute tracheitis	4
Acute bronchitis	23
Bronchial asthma	15
Pulmonary oedema	26
Lobar pneumonia	11

Broncho pneumonia	30
Pulmonary gangrene	2
Tubercular pneumonia	2
Acute pleurisy	6
Fibrinous pleurisy	1
Interstitial emphysema	1

Diseases of the Circulatory System.

Cardiac asthma	3
Pericarditis with effusion.....	1
Acute endocarditis	2
Chronic endocarditis	15
Myocarditis	1
Loss of cardiac compensation.....	3
Angina pectoris	1
Pernicious anaemia	1
Exophthalmic goitre	1
Pseudo angina	1

Diseases of the Urinary Organs.

Uraemia	1
Chronic nephritis	15
Hydronephrosis	1

Diseases of the Nervous System other than Epilepsy.

Bell's palsy	1
Exhaustion paralysis	4
Myoclonus	1
Hysteria	7
General paresis	1
Meningitis	2
Migraine	16
Myelitis	1
Neurasthenia	1

Epileptic Conditions.

Status epilepticus	56
Serial epilepsy	450

Exhaustion following seizures.....	872
Mental disturbance	770

Diseases of the Skin.

Impetigo contagiosa	1
Intestinal erythema	6
Eczema	4
Tinea tonsurans	1
Tinea circinata	1
Urticaria	1

Constitutional Diseases.

Muscular rheumatism	15
Acute articular rheumatism.....	2
Arthritis deformans	2
Multiple arthritis	2
Lumbago	1

Diseases Due to Animal Parasites.

Ascaris lumbricoides	2
Oxyuris vermicularis	1

Unclassified

Subcutaneous emphysema	1
Mayhem	9
Simple parotitis	1
Hypothermia	5
Attempted suicide	4

Surgical.

Lacerated wounds	83
Incised wounds	100
Infected wounds	30
Contusions and abrasions.....	138
Gunshot; head, face and eyes.....	1
Urethral hemorrhage	1
Punctured wound of right eye.....	1
Purulent conjunctivitis	1

Chronic conjunctivitis	1
Simple catarrhal conjunctivitis.....	10
Conjunctival ulcer	1
Corneal ulcer	1
Irido cyclitis	1
Cyclitis	1
Confinement	4
Ischio rectal abscess.....	3
Mammary abscess	2
Scrotal abscess	1
Post auricular abscess.....	1
Gluteal abscess	1
Abscess of extremities.....	5
Palpebral abscess	5
Cholecystitis	8
Mastitis	1
Frost bites (feet).....	2
Adenitis:	
Cervical	24
Sublingual	1
Popliteal	1
Hydronephroma	1
Ovarian cyst	1
Pelvic abscess	1
Bursitis	3
Urethritis — female	1
Appendicitis	3
Acute synovitis of knee.....	1
Fractures	34
Dislocations	29
Sprains	14
Acute purulent otitis media.....	3
Chronic otitis media.....	2
Prolapsus ani	3
Trophic ulcers	7
Odontoid cyst	1
Alveolar abscess	9
Multiple furunculosis	1

Carbuncle	4
Paronychia	4
Hemorrhoids	5
Glaucoma	1
Cyclitis	1
Hematoma	14
Carcinoma, prostatic and cystic.	1
Hemoptysis	5

Operations Under Anaesthesia.

Paracentesis abdominalis	2
Enucleation, right eye.	1
Circumcision	5
Removal of nail.	1
Opening abscess	4
Uvulotomy	1
Tonsillotomy	1
Extraction of teeth.	2
Herniotomy	1
Herniotomy, double	1
Curettage	1
Perineorrhaphy	1
Removal of hemorrhoids.	1
Breaking up vaginal adhesions.	1
Left oophorectomy	1
Double oophorectomy	2
Double salpingo oophorectomy.	2
Ventro-fixation of uterus.	1
Removal of ovarian cyst.	1
Hydronephroma (removal of cystic left kidney and ureter)	1
Pelvic abscess	1
Appendectomy	1

During the year we have, as in former years, sent several patients to Buffalo to have their eyes examined and have glasses fitted by Dr. Arthur G. Bennett, to whom our thanks are due for such services.

We have asked repeatedly to have the position of visiting ophthalmologist created, but the request has not been granted.

Such a position is very necessary in an institution with our population. Many more of our patients should have the attention of a skilled ophthalmologist, but we cannot, under the present condition, have all cared for in this direction.

Many patients have been sent to Dr. W. H. Povall at Mt. Morris for dental work.

Employment of Patients.

Rev. F. Von Bodelschwingh, who has been in charge of the great German Colony for Epileptics at Bielefeld, Westphalia, for nearly forty years, in a recent communication addressed to the National Association for the Study of Epilepsy, etc., stated, "I would like to call your attention to the fact that the very best remedy for our patients consists in work carefully proportioned to the ability of the patient."

With this statement, all familiar with the care of the epileptic can most heartily agree.

Strange to say, however, we find many patients coming to us with the idea instilled in their minds that, although physically able, they must do no work of any kind.

At the present time 55 per cent. of our patients do some sort of work. Forty-five per cent., or about 600 patients, are idle. Of this latter number, about 350 are infirm cases, markedly impaired mentally or physically, or both.

The Colony is greatly handicapped as a result of having so large a population of a class for which it was never intended. At times we are hard pressed to procure sufficient workers to help in carrying on the work of the various departments. This difficulty is one not usually appreciated by those living outside of the institution. They too often have the idea that the Colony has an inexhaustible supply of working patients.

A paid shoemaker with two patients to assist him is now attending regularly to the repairing of shoes, slippers, harness, etc. Chair caning is also being done by two male patients. They have accomplished considerable work during the year. The other industries have been carried on as in former years.

Schools.

The day school for the boys was moved last winter from the Trades School to the room in the old store formerly occupied by the printing shop. This obviates the necessity for so many of the boys crossing the railroad tracks to go to school, and in addition gives a much quieter room in which to carry on the school work. It also affords much needed additional space for our printing shop, in which nearly all of our forms, letter-heads, etc., are printed.

At the present time at the Colony 80 girls are attending school regularly; 46 boys are attending day school and 45 boys and young men Sloyd school.

Employees.

We have experienced much difficulty, not only during this last year, but for several years past, in procuring cooks for the individual cottages in the Villa Flora Group. To obviate this, and also for economical reasons, it would seem advisable at an early date to consider joining some of these cottages in such a way as to lessen the number of dining rooms and kitchens.

The Village Green, too, might be improved if it had a central kitchen, as we must often employ under the present system inexperienced women as cooks.

The preparation of food for *our* patients should always be attended to most carefully, as so much depends upon it.

With a central kitchen, better prepared food would be insured under the direction of an experienced cook with one or possibly two assistants. The warm food could easily be distributed to the individual dining rooms.

The saving brought about in less repairs on ranges, cooking utensils, use of coal, waste of food supplies, fewer cooks, etc., is also a considerable item in favor of a central kitchen.

Attendants.

Owing to the isolated location of the Colony, and difficulty and unpleasantness of caring for the most defective patients, the long hours and the comparative small pay offered, it is hard for us to procure attendants. What would tend to remedy this would be

if the hours were shortened, the pay increased and proper quarters provided for these people in a home for employees.

This question of shortage of attendants is a serious one and seems to continue to grow.

Female Nurses and Attendants to Care for Male Patients.

We have placed at the Men's Infirmary two female attendants to help care for the sick. We propose, if possible, to procure more at an early date.

Many of our employees receive less pay for the same work than is granted in some of the other institutions in this State. It would seem but just that for the same work the same pay should be allowed in all institutions under the State's control.

The number of attendants allowed the Colony is entirely inadequate to permit proper care of our patients. Our ratio of 1-12 includes 27 cooks, thus making the actual ratio of attendants to patients 1-15.8. This is entirely too small a force of nurses and attendants when one considers the difficulty in caring for epileptics, many of whom are very deficient mentally.

Ratio of day attendants to present population.....	1-19.1
Ratio of night attendants to present population.....	1-93.3

Employees' Home at Women's Group.

We experience considerable difficulty in providing for our unmarried employees, especially for those living in the Women's Group. The use of Trillium Cottage as an employees' building for that group would tend to solve this problem and aid us greatly in keeping desirable people.

Special Appropriations Required for 1910.

<i>Item 1. West wing for Peterson Hospital.....</i>	\$25,000
<i>Item 2. House for first assistant physician.....</i>	4,000

At the present time, the capacity of the hospital for female patients is entirely too small when the size of the Colony is considered. There is room for but eleven and we need at all times accommodations therein for at least thirty female patients. Of

the eleven beds available at the present time, the majority are, as a rule, occupied by patients who assist with the housework at the hospital or at the Administration building.

A new wing, which would correspond with the east wing built some four years ago, would complete the building as originally planned. This new wing would accommodate at least thirty patients, and if the quarters now occupied by the first assistant physician were vacated, there would be room provided for at least fifteen additional patients, thus making the capacity of Peterson Hospital ninety, both male and female.

These changes and additions would provide much needed room for acute surgical and most of the acute medical cases who might require hospital care and attention.

The hydrotherapy room should be removed from its present location in the east wing of the hospital and be placed where the kitchen is now, the kitchen to be placed in the basement. When the hospital is enlarged, some arrangement should be made for installing a special diet kitchen.

Item 3. For enlarging the main power plant building; for purchasing and setting five additional 100 h.p. boilers complete and ready for use; for mechanical stokers; for one 150 k.w. generator and steam turbine, direct connected; for construction of a new brick smoke stack; for building 1,750 feet of brick conduit three and one-half by six feet in the clear; for raising the old county bridge over the Kishaqua creek three feet higher than it is now; for the necessary pipe and pipe covering for carrying steam, etc. All for making complete a central heating plant for the entire Women's Group, providing proper power and lighting facilities and placing a water softener at power house \$60,000

It has been demonstrated for some years that a change is very necessary in the present method of heating the Women's Group. The system now in use of having the heating plant located in the main building of that group is very undesirable for many reasons.

It is too expensive, costing at least \$6,000 more annually than it would to heat this group from a central heating plant located in connection with the present power plant.

The office building in the Villa Flora Group, in the basement of which the heating plant is located, is filled with disagreeable gases during the entire winter and becomes, as a rule, entirely too warm to be a healthy place to work or live in. Besides, it is impossible to keep it clean during the time the plant is in use, over half of the year. A new plant, estimated to cost \$40,000 per year, would soon pay for itself because of the fact that we could burn soft instead of hard coal and we could save the hauling of the coal and the wear and tear on the present system in the Villa Flora Group.

The lighting and power plant now in use at the Colony is far too small to meet our requirements. At the present time, we have not only nothing in reserve in case of accident, but an insufficient equipment for our everyday needs. The Colony has reached a stage in its development where twenty-four hours' service should be available for use in motors, at the trades school, tailor shop, sewing room, laundry, bakeshop, spring pump and wherever else on the premises it might be needed.

Water softener for power house. At the present time we have been troubled with scale forming in the boilers at the power house. If we could procure a water softener it would be possible to do away with this forming of scale and so lessen the cost of running the power plant.

Item 4. For coal trestle and storage vault at the main power plant for the purpose of storing 750 tons of anthracite and 800 tons of bituminous coal..... \$12,000

The old wood coal trestle now in use has been repaired time and again. A modern steel trestle should replace this unsafe wooden structure.

At the present time we have no means for storing any quantity of coal. It is desirable, for many reasons, to have on hand a surplus quantity of coal so that no matter what emergency arises, we will always have a sufficient amount available.

- Item 5. For a reception cottage for male patients.....* \$35,000
- Item 6. A new cottage should be constructed on the northeast corner of Villa Flora Group, this cottage to complete quadrangle and to be fitted up so as to be used as a reception cottage and also provide some hospital beds for Villa Flora Group.....* \$35,000

During the past year Trillium Cottage was used for hospital purposes, as a reception cottage for women and to house some fifteen female employees. It is still so occupied. With its large number of small rooms, it is better suited for an employees' home than for any other purpose.

The need of a properly arranged reception cottage with some space for a medical ward for Villa Flora Group has long been apparent.

Reception cottages were planned for when the construction of the Colony was begun but have never been erected.

In such cottages, all new admissions could be kept under close observation for as long a period as might be indicated in the individual case. Special examinations and treatments could be carried out more advantageously than is possible with our present means.

The reception cottages should contain hydrotherapeutic outfits, examination rooms, etc. These cottages should be divided into small wards with possibly a few single rooms.

- Item 7. For a Protestant Chapel to seat one thousand persons* \$20,000

At the present time, there is no suitable place where Protestant services can be held at the Colony. The House of the Elders, an old building which was standing on the Colony at the time the property was purchased by the State, is still in use. This building is entirely too small and is in many ways undesirable for use as a place in which to hold religious services. It lacks accommodation for the number of persons who are anxious to attend these services.

We would ask that this appropriation be granted us, so that at the earliest possible date, suitable provision can be made for

permitting as many of the Protestants at the Colony as may desire to do so to attend religious services in an appropriate building.

*Item 8. For the construction of a brick school building
for one hundred boys..... \$12,000*

This appropriation has been asked for for several years. At the present time, the Sloyd School for Boys is located in the Trades School building, east of the Pennsylvania railroad station, and the day school for boys in a room in the old store in the Central Group. We are anxious to have a new building erected somewhere in the Central Group in which all the schools for boys can be placed, the Sloyd School to occupy one floor and the ordinary day school the other. The space now occupied by the Sloyd School is needed for industrial purposes.

*Item 9. For the construction and equipment of a
blacksmith shop in the Industrial Group..... \$2,000*

The present blacksmith shop is in the Trades School building, exposing it to the danger of fire, besides occupying room which we desire to add to our plumbing shop so that we may have a place in which to make and repair tinware. Our salary schedule allows us to employ a tinsmith but we have not employed one up to the present because we have had no place in which to arrange for him to do work.

If the appropriation asked for be granted, this difficulty could be obviated.

*Item 10. For furnishing two pavilions for tubercular
patients \$2,500*

It will require at least this amount of money to furnish the two pavilions now under course of construction. No money is at present available for that purpose.

*For replacing worn out furniture and providing some
in patients' cottages where required..... \$5,000*

Item 11. For addition to the Laboratory..... \$7,000

The capacity of the Laboratory is entirely too small to enable us to do both chemical and pathological work as it should be done. The addition desired would be added to the west side of the present building. An animal house should also be constructed in connection with the Laboratory.

Item 12. For scientific books, surgical books and appliances required in the study of epilepsy..... \$2,500

This item, which has been allowed each year for some time past, is very necessary in order to keep up our medical library and procure various appliances and pieces of apparatus required in hospital and laboratory work.

Item 13. For barn to replace old barn located north of Laundry \$5,000

At the present time, the amount of barn space is insufficient for us to properly store our hay and grain, thus necessitating the stacking of a considerable quantity of hay out of doors. (See Steward's report.) We should not only have this space, but also in connection with this proposed barn, a new root cellar in which to store vegetables, as we also need more space for this purpose, and additional stable room for young stock during the winter months.

Item 14. Repairs and equipment..... \$25,000

Some of the items included under repairs and equipment: Sewer for houses occupied by farmer and butcher; building of dam at Power House to insure proper supply of creek water; repairs to roofs and conductor pipes; replastering and repainting of several of the first cottages erected; plumbing in some of patients' and employees' cottages; a water line to the Catholic chapel for fire protection; pipe rail around area ways at Village Green Group; larger flush tank and syphon in connection with sewage disposal system; the placing of stand pipes for fire protection in both Infirmaries, Chestnut cottage and the eleven cottages first erected at Villa Flora Group.

When the size of the institution is taken into consideration and its valuation of over \$1,000,000, one can readily see the great necessity for making numerous repairs each year. In order that this may be done, we require at least \$25,000 annually.

Item 15. Two cottages for the care of patients becoming mentally confused..... \$40,000

It is necessary, under present conditions, to transfer these patients to the Infirmaries, Trillium or the Letchworth House, buildings which are not at all suitable for the care of these patients.

A separate cottage with proper equipment of hydrotherapeutic apparatus, diet kitchen, etc., should be provided for each sex. This would enable us to care for such patients in a proper manner as outlined on page 32.

Item 16. Veranda for the south side of hospital..... \$4,000
Sun rooms over corridor at Hepatica and Iris
and Nasturtium and Orchid..... 500

\$4,500

Under existing conditions, there are no means provided at Peterson Hospital by which we can have our convalescent patients sit out of doors when the weather is pleasant. If a plain, substantial veranda were built across the south side of this building, we could arrange to place beds thereon and so provide a place for them and others requiring outdoor treatment so that they could be cared for in the proper manner. The proposed sun rooms at the other cottages mentioned would tend vastly to improve their usefulness and appearance.

Similar verandas should be erected on the south side of the Schuyler and on the west side of the Loomis Infirmary.

Item 17. Finishing the third floor of Spratling Hall.. \$5,000

The large attic in Spratling Hall should be finished off into rooms similar to those on the second floor of that building. The Colony has reached such a size that the second floor is insufficient for officers and others required to reside therein. The accommo-

dations provided have not been increased in ten years, while the number of officers has been doubled during that period.

The erection of a Staff House should be considered at an early date.

Item 18. Refrigerating plant and ice machine..... \$10,000

With over thirty-five refrigerators to keep filled in addition to our cold storage rooms, the need of ice is very essential and apparent. Owing to the mild winter, we were unable last year to procure our usual harvest of ice from Willow pond, so were obliged to purchase a sufficient quantity for our requirements. When the present store was erected, several rooms were arranged at the north end of the building to be used for cold storage purposes. In 1901, a request was made for an appropriation with which to install a refrigerating plant there, but this was not granted.

In view of the present size of the Colony, it is absolutely necessary that something be done soon in this direction, so we can use the space at the store originally built for cold storage rooms. The present cold storage space is entirely too small for our needs.

An ammonia refrigerating plant of sufficient capacity should be installed at the earliest possible date. In connection with it there should be built an ice machine to produce four or five tons of ice daily, which quantity, with our present population, we require on an average, daily the year around.

In former years, we cut all the ice we used, but our needs are increasing as we continue adding new buildings, and the ice pond supply is not sufficient to meet the increased demand.

The cost of running an ice machine is nominal, and we believe that the machine should be put in, even if we have some ice, for the reason that we can reduce the temperature low enough in our cold storage rooms in hot weather to keep meat, which it is impossible to do satisfactorily with ice, as we cannot reduce the temperature below 44 degrees, and often it is up to 50 degrees, consequently there is more or less meat that has to be trimmed off. The machine, of course, could be run at less expense for the cold storage alone, if we cut all the ice we could to supply the large cold storage rooms at the West House and Inn Kitchens, each of

which takes nearly one ton per day in the hot weather. The ice machine would not perhaps make ice enough for all our refrigerators, but in an ordinary year, with its assistance, we would be able to put up enough ice so that at least it would be a paying investment in saving meat in our large cold storage room. A complete refrigerating plant, ice machine and installation of same in small addition to store would cost about \$10,000.

*Item 19. A permanent right of way to part of the
Colony premises \$650*

In the southwest part of the Colony at the present time, there are several acres of land to which we cannot gain access except by trespassing on some land owned by a neighboring farmer. It would seem advisable that the Colony purchase a sufficient amount of land so that it would have a permanent right of way from this piece of property to the public highway.

We have an option on land which lies between the Colony property and Tuscarora highway. This piece of property is $3\frac{1}{2}$ acres in extent and the price asked by the owner is \$650.

Item 20. Nurses' Home in Men's Group \$20,000

We have at the present time no place in which to provide proper rooms for nurses and attendants employed in the Loomis Infirmary or Letchworth House.

Several married couples should also be provided for, as under existing conditions they have very poor accommodations.

Nurses and attendants should not be required to room in the Infirmary or Letchworth House. When off duty, they should be away from those patients as their hours of duty are long and trying.

*Item 21. For a dormitory in the West Group to take
the place of Six Nations Building \$40,000*

It has long been evident that Six Nations is unsuited for use by patients and should be replaced by a modern structure. The present building is a veritable fire trap and not suited in any way for the purpose of a dormitory.

Item 22. For maintenance during the fiscal year 1910-1911, a sum not less than \$252,000 will be required for a population of at least 1,400 patients.

Summary of Special Appropriations.

Item 1.

West wing for Peterson Hospital.....	\$25,000
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Item 2.

House for First Assistant Physician.....	4,000
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Item 3.

Enlarging central heating and power plant.....	60,000
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Item 4.

For coal trestle and storage vault at main power plant..	12,000
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Item 5.

For reception cottage for male patients.....	35,000
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Item 6.

For reception cottage in Villa Flora Group.....	35,000
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Item 7.

For Protestant chapel	20,000
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Item 8.

For construction of brick school.....	12,000
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Item 9.

For construction and equipment of a blacksmith's shop..	2,000
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Item 10.

For furnishing two tubercular pavilions.....	2,500
For replacing worn out furniture, etc., in patients' cottages	5,000

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Item 11.

For addition to laboratory..... \$7,000

Item 12.

For scientific books, surgical books and appliances..... 2,500

Item 13.

For barn 5,000

Item 14.

Repairs and equipment 25,000

Item 15.

For two cottages for mentally confused patients..... 40,000

Item 16.

For veranda for south side of hospital..... 4,000

For sun rooms at Hepatica, Iris, Nasturtium and
Orchid 500

Item 17.

Finishing third floor of Spratling Hall..... 5,000

Item 18.

Refrigerating plant and ice machine..... 10,000

Item 19.

Permanent right of way to part of Colony premises... 650

Item 20.

Nurses' Home in men's group..... 20,000

Item 21.

For a dormitory to take the place of Six Nations..... 40,000

Total \$372,150

For maintenance for the fiscal year 1910-1911... \$252,000

The total sum asked for under special appropriations may seem large, but we must not lose sight of the fact that the Colony is far from being completed. There is not an item on the list but is important and greatly needed. Several have been asked for repeatedly.

Fire Department Reorganized.

A main hose company, three auxiliary hose companies, a chemical company, a hook and ladder company and a protective corps were organized in January. Regular monthly drills are held by the different companies. Regular fire drills for patients are held every two weeks in the cottages occupied by them. A modern fire alarm system is to be installed as soon as the necessary material arrives.

Training School.

Before we can have our training school registered with the State Department of Education, a principal for the training school is required to assume general charge of the practical instruction. It is earnestly hoped that such a position will soon be created.

A class of eight, six women and two men, was graduated in June. The address on that occasion was given by Rev. George M. Price of Mt. Morris. Those graduated were: Miss Cora E. Strutt, Miss Sarah A. McGrane, Miss Anna M. Martin, Miss Belle Simerson, Miss Flora B. Crotser, Miss Katherine Riordan, Mr. Joseph R. Welch, Mr. Maurice E. Jackson.

Medical Meetings.

Staff meetings are held twice each week. All new cases are presented as are also other cases and reports on autopsies. The interest taken by the staff in these meetings is commendable.

The Livingston County Medical Society held its quarterly meeting at the Colony on May 4, 1909, and was well attended. The program for the day was presented by the members of the Colony staff as follows:

Papers.

Possible Case of General Paresis.— Dr. S. H. Parker.

Early Diagnosis of Tuberculosis.— Dr. G. Kirby Collier.

Sewage Disposal.— Dr. J. F. Munson.

Optic Atrophy Due to Hereditary Factors, with presentation of a case.—Dr. Wm. T. Shanahan.

Presentation of patients showing heart lesions.—Dr. Wm. N. Trader.

Pernicious Anaemia, with presentation of case.—Dr. George E. Rehberger.

Anatomical Stigmata of Degeneration, with illustrative cases.—Dr. B. F. Andrews.

Another Farm Group is Advisable.

At some early date, it would seem wise that a small Farmstead Group be built somewhere in the southern part of the Colony premises. There are 200 acres now under cultivation in that part of the Colony, but they are at such a distance from the barns and from the cottages in which the working patients live, that it is possible only under many disadvantages to properly care for this part of the Colony premises.

I would suggest that a building to accommodate about fifteen male working patients be built in this part of the grounds. This cottage could be looked after by a man and his wife and might also be so constructed as to have rooms for two or three paid farm workers who would supervise the work of the patients. In connection therewith, it would seem advisable to build a barn of sufficient capacity to provide storage room for at least part of the hay and other crops which might be raised on this part of the property; also suitable room for horses, a few cows and perhaps some sheep.

Some day a similar group might replace the present West Group, the location of which would, I think, be ideal for that purpose.

Supply of Lumber.

Since the opening of the Colony, a considerable supply of lumber has been procured each year from the forest on the premises. This should be cared for, however, according to proper forestry methods, thus insuring, after a few years' work, a permanent source of supply for most, if not all, of the lumber needed for ordinary repairs on the Colony buildings.

It is earnestly hoped that this work can be started shortly.

Setting Out of Trees and Shrubs.

Many trees and a large number of shrubs are to be set out at the Villa Flora and Village Green Groups this fall. As great a variety of native material as can be obtained will be used in this work.

This work should be regularly done each year until the landscape has a different appearance, especially at the Women's Group, which now presents a very bleak aspect.

Examination of Water.

The State Board of Health recently examined several samples of our drinking water and reported it as being free from deleterious matter.

Work on Filter Beds.

The top layer of gravel has been removed from filter bed No. 1 and fresh gravel is being placed thereon.

A larger screen tank syphon should be installed, as the one now in use is not of sufficient capacity.

Laundry.

An appropriation for enlarging the laundry and installing additional equipment was granted by the last Legislature.

Plans are now being prepared by the State Architect for this work. We need this addition very much, as our present facilities are entirely too small, when one considers the large infirmary class we are caring for at the present time.

The steam sterilizer now in the basement of the Trades School should be placed in the new wing about to be added to the laundry.

Farm and Garden Products.

As shown in the report of the steward, most of the products from the farm and garden were very good this summer.

Because of the poor potato crop in 1908, we were forced to buy most of the potatoes used during the past year.

State Fair Exhibit.

Specimens of work from the schools and shops, and articles grown in the garden and on the farm, were placed in an exhibit which the Colony had at the New York State Fair at Syracuse in September.

Laboratory of the Craig Colony for Epileptics.SONYEA, N. Y., *October 1, 1909.*

Dr. WM. T. SHANAHAN, *Acting Medical Supt., Craig Colony for Epileptics, Sonyea, N. Y.:*

Dear Doctor.— I have the honor to submit herewith my report as Resident Pathologist for the year ending September 30, 1909.

The past year has been marked by the great increase in the amount of clinical material furnished the laboratory, so that the time of the laboratory force has been quite largely devoted to work of this character. This increase in the clinical material is significant of a closer relationship between the physicians in immediate charge of the patients and the laboratory — a much to be desired condition.

The work on post-epileptic albuminuria has been continued but has not been completed, on account of the press of other work. Work on the coagulability of the blood has been begun.

The autopsy material has been unusually large and has been full of interest. The following summary shows the number of examinations and their scope and the character of the permission:

Complete autopsies	50
Trunk only	3
Head only	16
	—
Total	69
Coroner's permission	24
Law	16
Relatives' permission	24
Law and permission	4
Coroner's permit and law	1
	—
Total	69
Total deaths for year	109

In the past, abstracts have been given of only those autopsies which have presented some feature of special interest. As in-

quiries are sometimes made as to the character of the material, it may be interesting to present here the abstracts of the autopsies for the present year. These are a fair sample of the material which comes to autopsy here, and while the findings are necessarily given in skeleton, they will show the character of the findings.

Autopsies for Year Ending September 30, 1909.

176. Coroner.

Prune stone found below glottis. Small focus pneumonic change.

177. Law.

Sclerosis right uncinate gyrus.

178. Coroner.

Cardiac hypertrophy, mitral regurgitation, patent foramen oval. Old pericarditis and pleuritis. Old tuberculosis of lungs. Severe pulmonary congestion. Chronic parenchymatous nephritis. Peritonitis, from perforation of sigmoid.

179. Permission from friends, trunk only.

Cardiac hypertrophy, myocarditis, mitral regurgitation. Hydrothorax. Chronic pulmonary congestion. Chronic passive congestion of liver. Occlusion of the cystic duct by stones. Large spleen. Old parenchymatous nephritis.

180. Coroner.

Tuberculosis of left lung. Early stage of parenchymatous nephritis.

181. Law.

Hydrocephalic cranium. Marked hydrops meningeus, and slight dilation of ventricles.

182. Law.

Moderate degree internal hydrocephalus. Marked arteriosclerosis of cerebral vessels.

183. Law and permission.

Some hydrops meningeus and cysts in the choroids. Cyst in posterior portion of right cerebrum. Old pulmonary tuberculosis. Stercoral ulcers in large intestine.

184. Coroner, trunk only.
Thickening of mitral flaps. Slight aortic stenosis. Arterio-sclerotic nephritis.
185. Permission.
Cysts of choroid plexus. Old pulmonary and pericardial adhesions. Broncho-pneumonia. Thickening of cardiac valves. Coronaries stiffened. Left ventricle dilated. Passive congestion of liver. Parenchymatous nephritis.
186. Coroner.
Oedema and congestion of brain. Congestion of kidneys and liver. Old pericarditis. Lymphatic hyperlasia.
187. Coroner.
Hydrops meningeus and slight enlargement of ventricles. Choroidal cysts, old aortic vegetations. White kidneys. Ulcer involving the pharynx and larynx. Oedema of lungs.
188. Permission.
Old and recent pachymeningitis hemorrhagica interna. Croupous pneumonia. Septic spleen. Parenchymatous nephritis.
189. Coroner.
Broncho-pneumonia. Hydrops meningeus.
190. Permission.
Red hepatization. Fatty liver. Hydrops meningeus, chronic leptomeningitis. Convolutions asymmetrical.
191. Law.
Some atrophy convolutions. Cysts in choroids.
192. Law and permission.
Old leptomeningitis, hydrops meningeus. Moderate sclerosis basilar arteries. Lobar pneumonia. Old tuberculosis of lungs. Marked degeneration of the media of the aorta. Parenchymatous nephritis.
193. Permission.
Slightly hemi-atrophy of cerebrum. Moderate hydrops meningeus. Some clouding of the leptomeninges. Pleural effusion and associated lobar pneumonia. Pulmonary tuberculosis. Passive congestion of liver. Heart muscle very moist.

194. Law.

Marked hydrops meningeus.

195. Law.

Slight pachymeningitis interna. The basilar artery is enlarged in its posterior half and the vertebrals are also large. They are stiffened and localized thickenings are to be seen through the wall of the cerebral vessels. Ventricles slightly dilated. Possible foci of softening in the head of each caudate nucleus.

196. Coroner.

Slight increase of fluid in the cerebral ventricles. Large heart, sub-epicardial hemorrhages, valves thickened. Old pleural adhesions. Lungs congested and oedematous. Hyperlastic spleen and lymph tissue. Congestion of the abdominal viscera.

197. Permission.

Atrophy left temporal lobe. Psammomatous tumors in choroids. Thickening of the mitral margins. Large spleen. Gall stones. Congestion of the abdominal viscera.

198. Coroner.

Generalized congestion. Cloudy swelling of kidneys. Slight arterial degeneration.

199. Coroner.

Slight hydrops meningeus. Colloid goitre. Large thymus. Congestion and oedema of right lung. Cirrhotic liver. Stomach over-distended.

200. Permission.

Cysts of choroid. Broncho-pneumonia. Ulcers of stomach.

201. Permission.

Hydrops meningeus, choroid cysts, lepto-meninges clouded. Lungs show hypostatic pneumonia. Endocardium thickened. Solitary follicles ulcerated. Chronic interstitial nephritis.

202. Coroner.

Dilated heart. Mitral stenosis and regurgitation. Lungs show metastatic carcinoma. Old parenchymatous nephritis. Carcinoma of cervix, involving glands and left adnexa.

203. Permission.

Old pulmonary adhesions. Congestion left lower lobe of lung. Dilated heart. Passive congestion of liver.

204. Permission.

Broncho-pneumonia. Fatty liver. Parenchymatous nephritis.

205. Coroner.

Broncho-pneumonia and congestion. Brown atrophy heart muscle and epi-and endo-cardial thickening. Passive congestion liver with increased connective tissue. Parenchymatous nephritis. Brain adherent to bone over right orbit. Stercoral ulcers in large intestine.

206. Law.

Tumor of right parietal region. Aneurism of left vertebral. Slight hemi-atrophy.

207. Law and permission.

Red hepatization. Fatty liver. Parenchymatous nephritis.

208. Coroner and law.

Pneumo-thorax. Small focus of broncho-pneumonia. Fatty liver. White kidneys. Tuberculosis of retroperitoneal and of peri-bronchial glands.

209. Permission.

Tuberculosis of lungs. Brown atrophy heart muscle and valvular thickening. Interstitial nephritis. Aorta atheromatous. Complete.

210. Permission.

Moderate hydrocs meningeus. Dilated heart, brown atrophy. Acute parenchymatous nephritis. Gall-stones.

211. Law.

Hydrops meningeus. Slight hemi-atrophy.

212. Coroner.

Pulmonary congestion, broncho-pneumonia. Liver fatty and shows passive congestion. Parenchymatous nephritis.

213. Permission, trunk only.

Broncho-pneumonia. Brown atrophy. Vegetations on the mitral.

214. Permission.

Broncho-pneumonia. Duodenal ulcer. Parenchymatous nephritis.

215. Permission.

Croupous pneumonia. Fibroma of intestinal wall. Parenchymatous nephritis. Sago spleen.

216. Law.

Moderate hydrops mcningeus. Congestion of cortical vessels.

217. Law.

Recent pachymeningitis hemorrhagica interna. Atheroma of the circle of Willis.

218. Coroner.

Infarct scars in kidneys. General congestion. Liver shows increased connective tissue.

219. Permission.

Secondary contracted kidneys. Fatty liver. Lungs congested and tubercular. Brown atrophy heart muscle.

220. Permission.

Some hydrops meningeus. Broncho-pneumonia. Cardiac hypertrophy, myocardial degeneration. Double mitral lesion, slight double aortic lesion. Coronaries and aorta show some intimal change. Liver fatty and shows passive congestion. Secondary contracted kidneys.

221. Permission.

Pulmonary tuberculosis. Gastric ulcers. Small goitre.

222. Permission.

Pulmonary tuberculosis. Gall-stones.

223. Coroner.

Pulmonary tuberculosis. Dilated heart. Appendiceal enteroliths, with erosion.

224. Permission.

Broncho-pneumonia. Congestion and oedema of lungs.

225. Coroner.

Marked internal hydrocephalus. Slight dilatation of right heart. Gall-stones.

226. Permission.

Broncho-pneumonia. Gall-stones. Parenchymatous nephritis. Atheroma of aorta. Ovarian cyst, with twisted pedicle.

227. Law.

Some hydrops meningeus. Uncinate gyri harder than rest of brain.

228. Coroner.

Hydrops meningeus, congestion. Congestion and oedema of lungs. Parenchymatous change in kidneys.

229. Coroner.

Hydrops meningeus. Old healed leptomeningitis. Dilatation right heart. Interstitial nephritis.

230. Permission.

Tuberculosis pulmonalis. Broncho-pneumonia.

231. Coroner.

Pulmonary tuberculosis. Slight oedema and congestion of lungs and small ecchymotic hemorrhages. Dilatation of right heart. Hypoplasia of right cerebral cortex, anterior half.

232. Coroner.

Local atrophy of left upper central cortex. Ecchymoses are common. Right heart dilated. Slight congestion of lungs. Old tuberculosis of both apices and in lower lobe on right. Abdominal organs congested.

233. Law.

Internal hydrocephalus.

234. Law.

Moderate hydrops meningeus.

235. Law.

Asymmetry of the pattern of the convolutions.

236. Permission.

Hydrops meningeus, pachymeningitis, absent corpus callosum. Pulmonary tuberculosis. Vegetations on mitral and aortic valves. Anæmia of abdominal organs. Tubercular and stercoral ulcers of intestines. Ulcerative laryngitis.

237. Law and permission.

Atrophy left temporal lobe. Pneumonia and pleural effusion. Pericardial effusion. Tubercular mesenteric glands.

238. Law.

Pituitary atrophic, anterior portion much affected.

239. Coroner.

Slight hydrops meningeus. Numerous ecchymoses. Old tubercular focus. General congestion of abdominal organs.

240. Permission.

Purulent bronchitis. Passive congestion of liver and congestion of lungs. Possible parenchymatous nephritis.

241. Coroner.

Moderate oedema. Asymmetry of brain. Right ventricle distended. Lungs congested. Early cloudy swelling of kidneys.

242. Coroner.

Arterio-sclerosis of cerebral and coronary arteries. Congestion and oedema of lungs. Probable parenchymatous nephritis.

243. Coroner.

Oedema and congestion of lungs. Focus of broncho-pneumonia and hemorrhagic areas in lungs. Coronary disease.

244. Law.

Hydrops meningeus. Dura adherent over frontal lobes. Nodule of bony consistency in tip of frontal lobe.

During the past few years there have been several cases noted at the Colony in which death was preceded by an unusually low temperature. So low are the readings in some of these cases that scepticism is usually aroused when the facts are stated. However, there have been several cases of this sort, eighteen to be exact, which have occurred at irregular intervals, in different services — different physicians and nurses being responsible for the readings. The low readings are not occasional in these cases but are usually controlled by several similar readings or by a gradual fall. The thermometers are specially made to read very low, and a standardization of one of them by the Bureau of Standards at Washington shows an average error of only 0.25 degree. The temperature curve in one of these cases is shown — a case of tumor of the bladder.

Facts as to death in epilepsy are often asked, and, to furnish data upon this subject, an analysis of the deaths on the Colony has been made. During the existence of the Colony there have been, at the time these figures are made, 2,732 individuals under treatment. Of these, one-half were admitted between the ages of

11 and 25, inclusive. Males make up about six-tenths, and females about four-tenths, of the admissions, but of the 582 deaths, the males are in a very slightly greater proportion. The duration of the disease was in the average 17.58 years, but about half of the cases had a duration of only 8 to 18 years. The age at death averaged 30 plus years, but half the deaths occurred between 15 and 29, inclusive, and the largest number of deaths at any one age was at 19. Thus it is seen that the expectation of life is materially shortened in epilepsy.

Pulmonary conditions cause the largest portion of the deaths. Indeed, it may be said that the lungs of an epileptic are his weakest organs. Pulmonary oedema, caused by a single or by several seizures, is the factor at the basis of most of the lung conditions. Acute pulmonary oedema may cause death in a very short time, as for instance the case of:

A. T., No. 2393, male, aged 59. This patient had a seizure at 12:15 p. m., and another at 3:00 p. m. Pulmonary oedema developed at once and the patient died without recovering consciousness, at 4:15 p. m. Acute oedema is often the precursor of pneumonia. Tuberculosis of the lungs is only too commonly found.

Heart conditions and nephritis account for thirty each. Other causes are scattering, and represent mostly various acute conditions of no special significance. Causes peculiarly epileptic, status epilepticus, series and mental disturbances with exhaustion, occurred eighty-five times and are of considerable importance, but do not play the extensive role which would be imagined. *Sudden death*, due to epilepsy is a very real danger and one which cannot be foretold nor can it always be successfully guarded against. There were ninety-nine cases which came under this head. A few of these deaths were the result of trauma, *e. g.*, train injuries, burns, etc., received while helpless and away from observation. In some, the patient fell in seizure with the throat across a wire or other edge, or rolled in the seizure upon the face, with resulting suffocation. There are, too, a not inconsiderable group of cases in which the body is found on the back in which evidence of seizure is present, but in which there is no demonstrable cause of death other than the seizure itself.

Evidences of seizure are not usually complete, but some of the classical symptoms are usually to be found. The diagnosis must also be partially by exclusion.

It is our invariable practice to turn cases of sudden death over to the Coroner in order that the autopsy may show that there was no violence and that the death was due to seizure or whatever cause is found.

The papers concerning the low temperature cases and data relative to causes of death in epilepsy will be published shortly.

An addition to the Laboratory to accommodate the cold storage for cadavers and a small posting-room are being planned and will, when built, furnish much needed accommodation. The present rooms are too small at times and are unhygienic. The addition to the Laboratory which has been asked in previous years is more than ever needed and, in addition, more help could be used with profit.

It is gratifying to note that the Colony Medical Library continues to grow. The dependence of the Laboratory on the Library is so great that it is the very earnest hope of the Pathologist that the growth may continue.

Some new apparatus has been added: a new bench, a fume hood, additional filing sections, a Jaquet Sphygmocardio-chronograph, a Bardeen freezing microtome and photographic materials being the most noteworthy additions.

In concluding, the Pathologist takes pleasure in expressing his thanks to Drs. Poate and Leavitt, each of whom has spent a portion of the year in Laboratory duty; and to the other members of the staff, and to the Acting Superintendent for cheerful coöperation.

Respectfully submitted,

(Signed)

J. F. MUNSON, M. D.,
Resident Pathologist.

REPORT OF THE STEWARD.

SONYEA, N. Y., October 1, 1909.

To the Acting Medical Superintendent:

I most respectfully submit herewith the following annual report for the year ending September 30, 1909, also two copies of the annual inventory of both personal and real estate belonging to the State of New York at the Craig Colony.

This inventory is made in accordance with the law as amended by section 44, chapter 149 of the Laws of 1909, which provides that the annual inventory shall include, in addition to the items and their location in the institution, the designating marks, number on hand at the beginning of the year, cost of same, number purchased during the year, cost of total number in use during the year, number condemned by Board of Managers, and number on hand at the close of the fiscal year.

The inventory amounts to \$1,012,792.12, which is an increase of \$27,713.39 over our annual inventory made October 1, 1908.

The actual cost of care, treatment, and maintenance of each patient has been \$5.097 less during the year than the year ending September 30, 1908.

It is with pleasure that I call your attention especially to the report relative to the products of the farm, dairy, garden and brickyard, all of which exceed any of former years and reflect great credit on the several heads of these departments.

Maintenance.

There has been a daily average number of 1273.347 patients cared for during the past year. The total amount of money drawn from the regular general fund appropriation for maintenance was \$219,891.51. There was refunded from all sources \$24,267.14, leaving the actual cost to the State for maintenance \$195,624.37, or a per capita cost of \$153.633.

The receipts of the Colony for the fiscal year from all sources other than legislative appropriations, have been \$87,972.90. This is \$749.17 less than the year ending September 30, 1908.

These receipts include the total value of farm, garden and dairy products, the value of brick made, the industries of shops, the value of soap made, also the reimbursements from counties for clothing furnished patients and moneys received from individuals for care and treatment of patients, also miscellaneous sales. \$24,267.14 of this amount was turned into the State Treasury.

The total receipts of the Colony for reimbursements, as above stated, are \$749.17 less than last year, while the total value of the farm, garden, dairy, brickyard, shops, and other industries is \$5,722.74 more than last year.

The reason for the gross receipts being less this year than for the year ending September 30, 1908, is that Greater New York and some other counties failed to reimburse the State for clothing furnished patients from their counties for the year ending September 30, 1907, in time for the reimbursements to appear in that year's account, so that the reimbursements for the year ending September 30, 1908, had two years' reimbursements from those counties, while the present fiscal year has only one year's reimbursements from Greater New York and some other counties.

This also affects the net per capita cost to the State for the care of patients. The net per capita cost to the State, as shown by our books for the year ending September 30, 1908, was \$147.02, and this year \$152.633. This increase in per capita cost is due to the fact that there were greater reimbursements for the year ending September 30, 1908, when Greater New York paid for two years' clothing than there has been for the present fiscal year when Greater New York paid only one year's bills for clothing.

There has, however, been an actual decrease in the per capita cost of maintenance. The cost of maintenance for the year ending September 30, 1908, was \$177.784 per capita while the actual cost of maintenance for the present fiscal year is \$172.687, or \$5.097 less than last year.

Maintenance.

The daily number of patients cared for during

the year was

1,273 347

The total cost of maintenance, including home product consumed, was.....	\$252,383 16
The per capita cost was.....	198 204
The total amount drawn from the State Treasury General Fund was.....	219,891 51
The per capita cost was.....	172 687
The total amount refunded from all sources was.....	24,267 14
The net cost to the State was.....	195,624 37
The net per capita cost of maintenance was....	153 633

The per capita cost of divisions of maintenance without home product, but including actual cash expenditures as shown by paid vouchers:

Estimate.

No.

1-2. Wages and labor	\$68 407
3. Expenses of managers	97
4. Provisions	47 844
5. Household stores	5 474
6. Clothing	10 652
7. Fuel and light	22 803
8. Hospital and medical	2 493
9. Shop, farm and garden	8 755
10. Ordinary repairs	70
11. Transportation of inmates	112
12. Miscellaneous	4 477

Total average gross per capita cost.... \$172 687

Total average net per capita cost, \$153.633.

Farm and Garden.

The farm is in better condition than ever before. The amount of the products has increased every year, the present year being the most productive of any year since the Colony was founded. The increase in farm and garden products is largely due to improved methods of farming and gardening. The receipts are \$36,501.28, an increase over last year of \$1,026.53, and an

increase over the year ending September 30, 1904, of \$13,087.86. That year (1904) the receipts were \$23,413.42.

All the crops, with the exception of corn and fruit, have been good. Among some of the large crops might be mentioned wheat, which produced 30 bushels to the acre; potatoes, which are estimated at 6,000 bushels, and I have no doubt but that they will exceed that amount; strawberries, 8,520 quarts; raspberries, 2,598 quarts; milk, 381,514 pounds; peas, 12,624 pounds, and oats, 2,800 bushels.

To make the farm more productive, there should be more commercial fertilizer purchased, *more horses and harnesses bought, and more help employed.* If this is done a great deal of waste and wet land could be reclaimed. To clear off any timber land on the farm would not increase the products of the farm for many years to come, as it takes nearly one generation of man to subdue forest land and make it productive of farm crops. We believe it better policy to allow the timber to remain standing, and by careful forestry, conserve the resources of the State.

I would recommend that a house and barn be erected on the south farm, where an extra farmer could live. Possibly the house could be made large enough for a certain number of male patients who would work on the farm; the farmer's wife could act as the cook, and the farmer have charge of the patients. If this is done it will insure better cultivation of nearly 200 acres of land which is now situated so far from the center that all of the products are taken away and no manure put back on the land. This is bad farming, and will surely in time impoverish the soil. There is also in connection with this part of the farm a number of small patches of land which are covered with brush, which could be cleared off, and in a few years made to produce crops. I think an expenditure of \$12,000 in house, barn and sheds would erect buildings which would be suitable for the purpose.

Since tearing down the old west barn we have not had sufficient room for housing our crops. We should have another barn erected somewhere near the central group, which would cost about \$5,000. This barn is needed not only for storage of fodder, but for stabling horses. Several of our horses are now kept in sheds, the horse barn not being large enough.

Dairy.

There has been only a slight increase in the amount of milk produced during the past year, there being 381,182 pounds produced for the year ending September 30, 1908, and 381,514 pounds for the present fiscal year. The cost of production has been greater the present year than formerly owing to the higher prices paid for feed.

We have at the present time, 69 cows, 2 bulls, 35 yearlings, and 16 calves. Two of the cows gave no milk during the year, and four others only a small part of the year. The average number of cows milked was 57. Five cows and 1 yearling will be killed for beef, and 15 of the yearlings will become cows during the next twelve months.

All of the cows were tested by the Babcock test in the months of May, June, July, August and September. The average test for the five months was 4.81 per cent. butter fat. One cow gave over 9,000 pounds of milk during the year, another gave 8,000 pounds, and eight others gave over 7,000 pounds each.

All of the cows were tested for tuberculosis during the year, and we found only two that had the disease. These were immediately isolated from the balance of the herd and will be destroyed as soon as they have calves, which will be soon.

There is no hope of materially increasing the amount of milk produced by the Colony dairy until there is an increase in the resources of the farm.

We have at the present time, all the livestock on the farm it is possible for us to winter without buying hay and coarse fodder, in fact we shall be obliged to dispose of some of our stock in order to get through the winter without purchasing fodder.

We have about the same amount of hay that we harvested one year ago, but one year ago we had a large amount of old hay on hand. This year we have more stock to winter and no old hay. The corn crop was nearly a failure in this entire valley; it is very doubtful about our having a sufficient amount of corn to fill our silos. We will have very little shelled corn, where formerly we have had a large amount of corn which became hard, and was ground for feed.

On account of the increase in population it is necessary to increase the amount of milk proportionately. This can be done in only one of two ways: Either increase the number of cows so that the minimum amount of milk produced every month in the year is the minimum amount required, or purchase a sufficient amount of milk during the months that the dairy does not furnish enough to bring the amount up to the minimum amount required.

It is quite easy and practical to produce a sufficient flow of milk during the summer months for the needs of the Colony. The trouble occurs only during the winter months.

It is a very difficult undertaking to manage a large dairy so that the amount of milk produced will be even approximately the same each month in the year.

If the number of cows is only slightly increased over the present number at the Colony, there will be a necessity for increasing the amount of feed and fodder raised on the farm, or of purchasing some fodder. We have more than the average crop of hay this year, but, as before stated, will not have enough to winter as many more cows than we have, and will be obliged to dispose of some stock. This will be done by slaughtering for beef such cattle that are not suitable for milch cows.

Our reports to the fiscal supervisor's department show 617 acres of land under cultivation. Forty acres of this is garden, leaving 577 acres of tillable farm land.

Compare this with small dairy farms and it will not be difficult to see that the Colony farm at the present time is producing about all of which it is capable. A small dairy farm of 50 acres will not keep on an average over 6 cows and a team of horses. The Colony farm (tillable land) is about 11 times greater and has more than 11 times the number of cows and horses.

We have erected two large silos this season, and with a good crop this year they will very materially increase the means of storing the amount of feed necessary to increase the milk supply during the winter months.

We believe there will be an increase in the number of cows on the dairy and a constant improvement in the quality of the product from year to year, in the future as there has been in the past, but this increase will depend almost entirely on the increase in the products of the farm.

Dairy Receipts.

The milk produced was 381,514 pounds, worth....	\$7,630 28
Dairy cows killed for beef, 5,229 pounds, worth...	339 89
Beef and veal hides sold, worth.....	110 05
	<hr/>
	\$8,080 22
	<hr/>

Cost of Production.

Grain bought, 41 tons.....	\$1,402 50
Home product hay, ensilage, rough fodder.....	1,382 50
Salary of dairyman	540 00
Wages of assistant	380 00
	<hr/>
	\$3,705 00
Leaving net proceeds of dairy.....	4,375 22
	<hr/>
	\$8,080 22
	<hr/>

Brick Yard.

The work in the brickyard has been carried on with unusual success during the year. There have been over 600,000 common hard brick made, which is nearly 200,000 more than have ever been made during any one season previously.

We should have a new clay screen before beginning another season, as the old clay screen is so badly worn that it does not take out the large stone.

SUMMARY.

Total number of bricks made, 600,000; at \$7 per	
1,000	\$4,200 00

COST OF PRODUCTION.

Cost of coal	\$262 08
Salary of brickmaker and two laborers..	891 00
	<hr/>
	\$1,153 08
	<hr/>
Net profit of the yard.....	\$3,046 92
	<hr/>

Soap Plant.

We have made all the laundry soap and scouring soap used on the Colony during the year, the total value of which was \$1,258.20.

I would recommend that a suitable appropriation be made to purchase soap machinery to be used in connection with the tanks and kettles we have, so that all our toilet and house laundry soap can be made. This machinery can be installed in the basement of the new wing to be added to the laundry.

Laundry Soap Manufactured.

Neutral soap chips, 19,379 lbs.....	\$1,162 74
Scouring soap, 1,591 lbs.....	95 46
Total	<u>\$1,258 20</u>

Laundry.

The laundry is at present entirely inadequate to meet the requirements of the Colony, but it is thought with the addition to be built during the next year there will be sufficient room to provide for all our requirements in this direction.

We should have at least four more paid laundresses, as there has been a great increase in the amount of work and no increase in the number of employees in several years. All of our laundresses should receive better pay than our present schedule allows.

Hogs.

There has been considerable improvement in the breed of hogs. We have now sixteen full-blooded Berkshires and hope in another year to be able to dispose of all our grade hogs and breed only full-blooded Berkshires. We have just purchased from the noted herd of Mr. A. J. Lovejoy of Roscoe, Ill., a full-blooded registered boar.

We have sold live hogs, dressed pork and pigs to the value of \$2,047.81 and have killed and used for provisions 15,196 pounds of dressed pork, valued at \$1,379.47, as shown by our home product reports to the Fiscal Supervisor.

Hogs killed for provision during the year, 15,196 lbs.	\$1,379 47
Lard, 748 lbs.	68 19
Live hogs sold, 22,340 lbs.	1,630 82
Dressed hogs sold, 5,128 lbs.	402 99
Pigs sold, 2.	14 00
<hr/>	
Total	\$3,495 47
The cost of feed purchased was.	1,217 91
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Net profit	\$2,277 56
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Summary of Industries.

Blacksmith shop — work done by patients with one paid foreman	\$1,112 78
Brickyard — work done by patients with foreman and two paid employees.	4,200 00
Carpenter shop — work done by patients with one paid foreman	2,785 60
Dressmaking department — work done by patients with two paid seamstresses.	3,625 51
Laundry — soap plant — work done by patients with assistance of laundryman	1,258 20
Mattress shop — work done by patients with one paid foreman	315 00
Paint shop — work done by patients with one paid foreman	1,641 50
Printing office	780 35
Plumbing shop — work done by patients with one paid foreman	1,739 45
Shoe shop — work done by patients with one paid foreman	741 01
Sloyd school — work done by patients with one paid foreman	195 40
Tailor shop — work done by patients with one paid foreman	3,351 48
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	\$21,746 28
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Miscellaneous Sales.

Apples, 4 bbls.....	\$8 00
Blacksmith, miscellaneous work.....	2 10
Brick, 19,500	146 50
Carboys, barrels, etc.....	27 62
Hogs, dressed, 5,128 lbs.....	402 99
Hogs, live, 22,340 lbs.....	1,630 82
Hotel rent, 12 months.....	120 00
Pelts, hides, etc.....	110 05
Pigs, 2	14 00
Rags, scrap iron, etc.....	127 27
	<hr/>
	\$2,589 35
	<hr/>

Accounts of Farm, Garden and Dairy.

Apples, 375 bu.....	\$167 50
Apples, 2,000 bu., estimated.....	1,500 00
Alfalfa, 15 tons.....	180 00
Asparagus, 682 bunches.....	586 00
Barley, 35 bu.....	24 50
Beans, 65 bu.....	125 00
Beans, string, 445 bu.....	347 50
Beans, lima, 169 bu.....	169 00
Beef, 5,229 lbs.....	339 89
Beets, 450 bu.....	91 00
Beet greens, 571 doz. bunches.....	91 00
Beets, 1,000 bu. estimated.....	400 00
Buckwheat, 50 bu.....	50 00
Cabbage, 6,000 heads, estimated.....	180 00
Cabbage, 3,129 heads.....	110 43
Carrots, 86 bu.....	34 40
Carrots, 800 bu., estimated.....	320 00
Cauliflower, 1,525 heads.....	122 36
Celery, 296 doz.....	118 40
Celery, 1,000 doz. estimated.....	400 00
Cherries, 180 qts.....	18 00
Chickens, 70	36 10

Corn, green, 2,503 doz.....	\$258 24
Corn stalks, 100 tons, estimated.....	75 00
Corn, shell, 800 bu., estimated.....	480 00
Corn, sweet, 15 tons, estimated.....	70 00
Cucumbers, 1,519 doz.....	176 85
Cucumbers, 5,000, estimated.....	50 00
Cucumber pickles, 1,804 doz.....	23 46
Cucumber pickles, 5,000, estimated.....	7 50
Eggs, 2,050 doz.....	511 39
Egg plant, 43 doz.....	43 00
Egg plant, 10 doz., estimated.....	10 00
Ensilage, 220 tons, estimated.....	110 00
Hay, 315 tons, estimated.....	3,780 00
Kale, 1,000 heads.....	40 00
Kohl rabi, 8 bu.....	8 00
Lard, 749 lbs.	68 19
Lettuce, 10,602 doz.	1,563 10
Lettuce, 3,000 doz., estimated.....	300 00
Milk, 381,514 lbs.	7,630 28
Musk melons, 467 doz.	351 00
Oats, 2,800 bu.	1,540 00
Okra, 86 doz.	17 20
Okra, 25 doz., estimated.....	2 50
Onions, 2,112 doz. bun.....	218 50
Onions, 65 bu.	54 10
Onions, 300 bu., estimated.....	270 00
Parsley, 300 doz.	31 07
Parsnips, 800 bu.	400 00
Pears, 26 bu.	16 30
Pears, 15 bu.	7 50
Peas, green, 297 bu.	207 09
Peas (canning factory), 12,624 lbs.	294 04
Peppers, 19½ bu.	9 75
Peppers, 25 bu.	10 00
Plums, 9 bu.	4 65
Pork, 15,196 lbs.	379 47
Potatoes, 6,000 bu., estimated.....	3,600 00
Potatoes, 309 bu.	247 20

Radishes, 2,594 doz. bun.....	\$304 10
Raspberries, 2,598 qts.	199 96
Rhubarb, 1,132 doz.	171 20
Sage, 200 lbs.	4 00
Salsify 1,000 bu., estimated	500 00
Spinach, 535 bu.	107 00
Squash, hubbard, 5 tons, estimated.....	50 00
Squash, summer, 1,671 doz.	323 15
Straw, 100 tons, estimated	500 00
Strawberries, 8,520 qts.....	995 96
Tomatoes, 878 bu.....	287 70
Tomatoes, 1,000 bu., estimated	200 00
Tobacco, 200 lbs., estimated	10 00
Turnips, 25 bu.	10 00
Turnips, 1,000 bu., estimated.....	400 00
Water melons, 61	4 25
Wheat, 2,100 bu.	2,100 00
Lumber, hard and soft, 38,300 ft. at \$25 m.....	957 50
Fire wood, 25 cords	50 00
Fence posts, 500	50 00
	<hr/>
	\$36,501 28
Miscellaneous sales	2,157 76
	<hr/>
Total credit	\$38,659 04
	<hr/> <hr/>

Debit.

Beans, 30 bu.	\$35 00
Bran, 45 tons	1,249 50
Corn feed, 840 bu.	684 00
Corn meal, 40 tons	1,277 00
Corn seed, 26 qts.	3 40
Copperas, 2,160 lbs.	18 36
Ensilage, 235 tons	545 00
Farm and garden implements.....	386 79
Fertilizer, 30½ tons	693 50
Hay, 291 tons	2,769 00
Lime, 300 lbs.	19 00

Middlings, 56,400 lbs.....	\$833 66
Miscellaneous farm and garden seeds.....	394 40
Oats, 2,325 bu.	1,162 50
Oat seed, 399 bu.	199 50
Oil meal, 10,800 lbs.	187 20
Paris Green, 200 lbs.	42 00
Potatoes, seed, 600 bu.	438 68
Repairs to tools and harness	53 00
Salt, 36 bbls.	37 40
Salt, 5 tons	21 90
Screenings, 50 bu.	20 00
Sawing lumber	153 20
Straw, 115 tons	785 00
Vitriol, blue, 1,450 lbs.....	72 70
Tobacco, 50 lbs.	5 00
Threshing	121 52
Twine, 700 lbs.	56 00
Veterinary services and medicine.....	14 65
Wages	6,962 83
	<hr/>
	\$19,241 69

Recapitulation of Farm, Garden and Dairy Products.

Value of products raised, and miscellaneous sales.	\$38,659 04
Cost of production	19,241 69
	<hr/>
	\$19,417 35

Summary of Gross Earnings of the Colony for the Year.

Total value of products of the farm, gardens and the dairy	\$38,659 04
Value of brick made.....	4,200 00
Value of soap made.....	1,258 20
Other industries, shops, etc.....	21,746 28
	<hr/>
Total	\$65,863 52

Increase over last year.....	\$5,722 74
Reimbursement from counties for clothing furnished patients	\$15,510 91
Moneys received from individuals for care and treatment of patients	6,158 73
Miscellaneous sales other than sale of farm products	439 74
Total	<u>\$87,972 90</u>

Inventory.

The annual inventory for the year ending September 30, 1909, shows the value of personal property	\$137,539 03
Real estate	875,253 09
Total inventory, September 30, 1909.....	<u>\$1,012,792 12</u>
Total inventory, September 30, 1908.....	985,060 73
Increase in inventory.....	<u>\$27,731 39</u>

All of which is respectfully submitted,

TRUMAN L. STONE,
Steward.

REPORT OF RESIDENT CHAPLAINS.*

THE RECTORY, SONYEA, N. Y., October 1, 1908.

Dr. W. T. SHANAHAN, *Acting Medical Superintendent*:

Herewith I have the honor to submit my third annual report as Catholic chaplain.

There are at present on the Colony 485 Catholic patients — 237 men and 248 women. During the year just closed, 73 were admitted, 38 died. With the exception of 5 who died suddenly, all received the last rites of the Church according to their condition. Twelve were buried in the Colony Cemetery, three in Mt. Morris. Besides the prayers said at the grave by the priest, the bodies of these were first brought to the Chapel where the burial service was observed.

The public services in the chapel on Sundays and holy days are the same as last year, viz.: prayers, mass and a short sermon at 8:30 a. m. for the men, and the same at 9:30 a. m. for the women. This is necessary from the fact that the chapel seats conveniently but 280 persons. At 3 p. m. devotions, a simple instruction and Benediction of the Blessed Sacrament. An opportunity is given the patients to receive the sacraments once in the month; one Sunday is reserved for the men, another for the women. During Lent and the month of May, special devotions are held one night in the week.

Moral persuasion only is used in getting the Colonists to attend these services, and with few exceptions, they are pleased and anxious to have the opportunity.

On August 4th, Rt. Rev. Bishop Hickey honored us by a visit and blessed a new bell weighing 650 pounds which has since been placed in the tower of our beautiful chapel. The Bishop spoke, explaining the ceremony in words simple yet most impressive.

The bell was christened Bernard, in memory of the late Bishop

*The position of Resident Protestant Chaplain was vacant at end of fiscal year.

McQuaid, whose interest in behalf of the Colonists never failed and to whose efforts they are largely indebted for this beautiful place of worship they now enjoy. The bell was a donation by several friends and the Catholic employees of the Colony.

A class received their first Holy Communion on August 15th; everything was done to make the event as beautiful and significant as is done in their home churches.

Patients from certain groups sometimes complain that they are not permitted to attend chapel. I have examined many such complaints and found that in most cases patients were not able to go or when permitted, did not return to their cottages when they should.

Anyone acquainted with this awful disease knows the epileptic's tendency to complain, and desire to follow his own way; add to this the fact of institutional life, which easily becomes monotonous, where rules and regulations must always hold an important place, and we have no end to complaints.

Relatives of the Colonists, who know this from experience with patients at home, ought to be the last to lend a ready ear, but should try to make their afflicted ones look upon the officers and attendants as their friends and the institution as their benefactor. Contentment with Colony life will never result from false promises made to patients by their relatives. If it is, as many relatives acknowledge, a most difficult task to care for an epileptic in his home, they should have the greatest sympathy for those who have the care, not of one but of many, in all conditions of mind, as they are before and consequent to a seizure.

I have occasion to be in the various cottages at different times of day and night, as my duty calls me. I can say that I have never seen any remarkable neglect of duty on the part of employees that was not corrected when brought to the notice of those in authority; but, on the contrary, have been witness of a patience and forbearance of those in charge that is truly commendable.

Permit me to express, at this time, my gratitude to the officers and employees of Craig Colony, for the respect and kindness shown me; and for the assistance they have given me, in my appointed work. Respectfully submitted.

(Signed) GEORGE T. JONES,
Catholic Chaplain.

REPORT OF VISITING JEWISH CHAPLAIN.

NEW YORK, *October 1, 1909.*

To Dr. W. T. SHANAHAN, *Acting Superintendent, Craig Colony,
Sonyea, N. Y.:*

I beg to tender you herewith my annual report for the fiscal year just ended.

Ever since arrangements were made that I was to come and minister to the Hebrew patients in your institution, regular services have been held with an average attendance of 75 out of the 110 Hebrew patients at the Colony.

I have provided all with prayer books, also other religious books and daily Jewish papers are donated.

A choir has been organized which assists during the services.

I always impress upon those at services to be kind to one another, especially so, as the parents of most of them are not able to visit them.

It gives me especial pleasure to state that on asking each patient after services how they are getting along, and how they are treated, all speak so well of Dr. Shanahan and his assistants and the institution in general.

In concluding the report, I thank Dr. Shanahan and his assistants for courtesies shown me, assisting me in my work.

Respectfully,

(Signed) A. BLUM,
Hebrew Chaplain.

Residence 138 W. 81st St., New York City.

REPORT OF THE MATRON.

SONYEA, N. Y., *September 30, 1909.*

Dr. W. T. SHANAHAN, *Acting Medical Superintendent:*

I beg to submit the matron's report for the year ending September 30, 1909:

As I entered upon my duties August 4th of this year, I cannot give in detail the work for the year as carried on by my predecessor. I can submit only the report of the work done in the different divisions under my supervision.

In January, we moved into the new service building and find the concentration of the sewing work is a great improvement over the past system.

The new carpet loom has been put in order and the industry of weaving rugs for the institution has been started.

There were 620 mattresses and 200 hair pillows made during the past year.

Following is a report of the work done in the sewing room:

Work Done in Sewing Room During Year Ending September 30, 1909.

Aprons, short	61
Aprons, short	28
Aprons, white	
Aprons, men's	40
Bags, broom	6
Bags, tea and coffee	11
Bags, laundry	
Bathing suits	
Bandages	4,800
Bandages, T	1
Bandages, many tailed	3
Boys' suits	1
Boys' waists	

Caps	2
Coats, repaired	4
Curtains, mull, prs	21
Curtains, sash, prs	85
Drawers, prs	858
Dusters	52
Dresses, B. G.	709
Dresses, M. T.	323
Dresses, white	12
Dresses, strong	134
Dresses, private	9
Dresses, repaired	5
Elastics, prs	438
Gowns, operating	15
Holders	583
Marking and tagging	1,180
Masks	6
Napkins, table	317
Napkins, sanitary	749
Nightdresses	969
Night shirts	295
Pads	73
Pillow cases	1,245
Rugs, repaired	6
Sheets, bleached	370
Sheets, unbleached	2,546
Shrouds	93
Shirt waists	30
Sleeves, prs	124
Skirts, dress	3
Skirts, repaired	51
Skirts, under	944
Table cloths	359
Table covers	38
Table covers, hemstitched	2
Towels, single	2,616
Towels, roller	398
Traycloths, hemstitched	10

Traycloths	
Under waists	
Valance sets	
Waists, repaired	
Mended pieces	10,8
Carpet rags	200 1

Respectfully submitted,

(Signed) IDA E. WRIGHT,

Matron.

Improvements Made at the Colony During the Past Fiscal Year.

The Service building in the Women's Group was completed and opened for use January 28, 1909. The school rooms and sewing room located therein are a vast improvement over the formerly occupied for these purposes in Bluet and Aster.

As before stated, the two pavilions for contagious diseases were completed and have been in use several times since February last.

Four additional cottages for married employees were completed during the winter and three were at once occupied. The fourth has been reserved for the Protestant chaplain.

The addition to the bake shop was built and the equipment consisting of a mechanical dough mixer, a dough moulder, a dough divider, steel dough troughs, bread racks, etc., was installed. The bakeoven was torn down and rebuilt in a more suitable location. A proofing room, a room for storing flour and one for bread have also been provided in this addition.

The cemetery in which those patients at the Colony, whose relatives do not have the remains shipped to them, are buried was moved to a more accessible and at the same time attractive and better site, a short distance south of the West Group.

The building of two new silos was completed during the past spring.

Two of the boilers at the Villa Flora were reset and new grates installed.

Cement walks were built at Village Green Group and rebuilt at Letchworth and Farmsted groups.

The long-needed new ambulance was at last allowed and purchased.

The carpenter, engineer, painter, plumber and mason have made many repairs in their respective departments.

The medical office and library were moved from the Peterson Hospital and placed in Spratling Hall. A vault for the storing of records is to be constructed in the basement of the latter building. This change not only centralizes the offices, but provides for fifteen additional patients at the hospital.

A vertical filing system with additional card index files is being put in order for the purpose of keeping our medical records. This will give us an opportunity to keep such records in a more satisfactory manner than has been possible in the past. It will also afford easier access than our former methods permitted.

Improvements Under Way or About to Be Started.

A plan for constructing a small addition to the laboratory, so that better facilities may be had for autopsies, has been awaiting approval for some time. This room is greatly needed.

A new steam line is to be built from the power house to the different buildings in the Industrial Group.

New hot water heaters for supplying water for bathing purposes are to be installed at the Villa Flora Group and Loomis Infirmary. The heaters now in those buildings are to be placed at the Schuyler Infirmary and Peterson Hospital, respectively.

Telephones are being placed at the brick yard and seed house, and one was installed at the horse barn.

Two buildings for tubercular patients are now under course of construction and we expect to have them ready for use early in 1910.

Amusements.

During the year just ended, the amusements have been carried on on about the same scale as in preceding years.

The patients gave minstrel performances on two occasions. Dances once a week during the winter and spring for the female

patients were continued. A special turkey dinner was served on Thanksgiving day, and on Christmas day there was also a special menu provided. Trees were placed in each cottage and the usual distribution of gifts occurred. Baseball games have been played twice each week and band concerts held each Thursday evening during the summer.

The Fourth of July was celebrated by a patriotic speech by Rev. H. B. Adams of Mt. Morris in the morning, a barbecue at noon, games and sports in the afternoon and fireworks in the evening. Nearly one thousand of the patients were able to be present.

Several entertainments were held during the year and a trip to a circus was allowed some 100 working patients.

Through the courtesy of Mr. George B. Beale, Superintendent of the Allegany Division, Pennsylvania Railroad, we were able to send eighty male and eighty-five female patients to Portage park for a day's outing.

Amusement Hall.

An amusement hall of sufficient capacity has long been needed at the Colony. With the present size of the institution, the House of Elders is entirely inadequate. We should have a hall with a seating capacity of at least 1,000 persons.

Colonists' Library.

Dr. C. A. Dewey and the Reynolds Library, Rochester, N. Y. very kindly arranged for the sending of a large donation of books, journals and magazines, both medical and general, to be placed in the Colony Library. We have now in the Colonists' Library, 2,350 volumes. The average of daily visits was sixty-five. Contributions of good bound books are thankfully received at all times.

Furnishings.

We purchased a loom and have started making rugs to place in the various patients' cottages, thus adding a little to their comfort and attractiveness.

Lithographs suitable for framing were donated by the firms mentioned under list of donors. One hundred of these lithographs have been framed and placed in several of the living rooms and dining rooms of the patients' cottages.

A pianola piano was purchased from money received from donations, and placed in the Village Green Group for men.

We could use several pianos to advantage if we but had the necessary funds with which to purchase them.

Visiting Jewish Chaplain Appointed.

In September, 1908, the first Jewish services were held at the Colony by Rev. Dr. A. Blum, of New York City. The Board of Managers since appointed Rev. Dr. Blum as visiting Jewish chaplain, to hold services twice each month.

The work done by Dr. Blum has been of great benefit to the Colony on account of its being a source of much comfort to the Jewish Colonists, who had hitherto had no clergyman of their own.

Changes Among Officers and Employees During the Year.

Appointed	177
Resigned	110
Promoted	3
Removed	24
Transferred	1

Dr. W. P. Spratling, who had been Medical Superintendent since the founding of the Colony, left on October 21, 1908, to take up private practice in Baltimore, Md.

At a meeting of the Board of Managers held at the Colony on October 13, 1908, the name of the administration building was changed from that of Sonyea Hall to Spratling Hall in recognition of the very valuable services rendered by the retiring Superintendent, Dr. William P. Spratling, during his long years here.

Rev. J. D. MacNair, who had carried on the duties of Resident Protestant Chaplain for a period of three years, resigned on August 1, 1909, to take up the work of a chaplain in the United

States Navy. Mr. MacNair was a pleasant associate. The Protestant patients miss him and his wife who instructed and directed their choir. His successor has not yet been appointed.

Dr. A. Gruessner resigned as Medical Interne on February 15, 1908. Dr. W. L. Leavitt was appointed to fill the vacant position.

Dr. H. T. Child was appointed Medical Interne August 2, 1909.

Miss M. C. VanDuzer, Matron for a period of three years, resigned on August 1, 1909, because of ill health. Miss VanDuzer was a valuable assistant to the training class, as she gave practical instruction in dietetics each term, during her stay here. Miss Ida E. Wright of the St. Lawrence State Hospital, was appointed to her place.

Visitors.

Among those who visited the Colony during the past year were the following:

Mr. Allan D. Conover, Wisconsin Board of Control; Hon. Wm. R. Stewart, Dr. Stephen Smith, Hon. D. McCarthy, Hon. H. McGuire, the State Board of Charities; Dr. Wm. H. Pritchard, The Ohio State Hospital for Epileptics; Mrs. W. A. and Mrs. J. W. Wadsworth, Jr., The State Charities Aid Association; Hon. C. M. Bissell, Fiscal Supervisor; Miss Weeks, The New Jersey Village for Epileptics; Dr. J. D. Munson, Northern State Hospital, Traverse City, Mich.; Dr. J. S. DeJarnette, Western State Hospital, Staunton, Va.; Dr. R. E. Doran, Willard State Hospital; Hon. F. B. Kirkbride and Hon. A. C. Proudfit, Members of Letchworth Village Commission; Messrs. Bowman and Elliott, Kansas Board of Control; Mrs. Oscar Craig and Rear Admiral J. E. Craig; The Members of The Livingston County Historical Society; Dr. W. C. Van Nuys, Indiana Village for Epileptics, New Castle, Ind.; Dr. Christian, Indianapolis, Ind.; Drs. J. I. Harris and J. W. Handley, Mr. E. A. Lindsay, Central State Hospital of Nashville, Tenn.

Donations.

We desire to acknowledge with thanks the following donations received during the year:

Books and Magazines.

Mrs. Helen M. Craig.....	Rochester, N. Y.
Mr. and Mrs. Hardenbrook.....	Willard, N. Y.
Dr. George E. Gorham.....	Albany, N. Y.
Mrs. George D. Keeney.....	Perry, N. Y.
Dr. F. J. Bowen.....	Mount Morris, N. Y.

Money.

Mr. O. B. Joraleman	Elmira, N. Y.
Mrs. John O'Brien.....	Larchmont, N. Y.
Mrs. O. W. Clark.....	Potsdam, N. Y.
Mrs. Mary Barron.....	Brooklyn, N. Y.
Mr. I. E. Kelly.....	North Tonawanda, N. Y.
Mr. Andrew Kean.....	Albany, N. Y.
Mr. Walter McAuley.....	Watertown, N. Y.
Mrs. Jessie Rostin.....	Brooklyn, N. Y.
Mrs. Ada L. Burdett.....	Syracuse, N. Y.
Mr. Stanislaus Litwora	Brooklyn, N. Y.
Mr. Charles McCaffrey.....	New York City
Capt. W. D. Burnham.....	Portchester, N. Y.
Mr. J. W. Masters.....	New York City
Mrs. Louis Kaplan.....	Kingston, N. Y.
Miss Bessie Hall.....	New York City
Mr. Fred Peterman.....	Brooklyn, N. Y.
Mr. Frank D. Stevens.....	Gouverneur, N. Y.
Mr. J. Markowitz.....	New York City
Mrs. Mary Whittle.....	New York City
Mrs. Mary A. Mulligan.....	Pelham Heights, N. Y.
Mrs. Fred Aiken.....	Rotterdam Junction, N. Y.
Mrs. F. Rosenberg.....	Brooklyn, N. Y.
Mrs. Sarah Wade.....	Dansville, N. Y.
Mr. Charles L. Adrian.....	New York City
Mr. J. W. Masters.....	New York City
Mr. Charles Linden.....	Jamestown, N. Y.
Mr. G. A. Johnson.....	Brooklyn, N. Y.

Mr. George J. Sellers.....	New York City
Mr. D. Blitzer.....	Brooklyn, N. Y.
Mr. Wm. W. Steager.....	Portchester, N. Y.
Mr. James R. Scott.....	Auburn, N. Y.
Mr. Bernard Soden.....	Brooklyn, N. Y.
Mr. Herman Puchtoo.....	Malone, N. Y.
Mr. John Snidersick.....	Brooklyn, N. Y.
Mrs. Emma Kundel.....	Albany, N. Y.
Mr. George F. Vincent.....	Cape Vincent, N. Y.
Mrs. J. Moeller.....	Brooklyn, N. Y.
Mr. H. J. Way.....	Hagaman, N. Y.
Mrs. John Merli.....	Brooklyn, N. Y.

Pictures.

Mr. E. P. Morgan.....	New York City
The Matthews-Northrup Works.....	Buffalo, N. Y.
Cunston Lithographing Co.....	Buffalo, N. Y.
Hayes Lithographic Co.....	Buffalo, N. Y.
Stecker Lithographic Co.....	Rochester, N. Y.
The Century Co.....	New York City
The Bobbs-Merrill Co.....	Indianapolis, Ind.
The F. A. Stokes Co.....	New York City
Doubleday, Page & Co.....	New York City
Dodd, Mead & Co.....	New York City

Miscellaneous.

Mr. D. B. Murphy.....	Rochester, N. Y.
Mrs. W. R. Lewis.....	Bridgeport, Conn.
Mr. J. L. Ducas.....	New York City
Mr. B. J. Greenhut.....	New York City
Mr. Eugene Loeb.....	New York City
Mr. Jacob Schiff.....	New York City
Mr. George B. Beale, Superintendent, Allegany Division, Penn- sylvania R. R. Co. (For the use of two passenger coaches in taking patients to Portage Falls.)	

In closing, I desire to thank the Board of Managers for their interest and support; the officers and employees for their hearty and earnest coöperation in the carrying on of the Colony affairs from day to day, and the patients, whose work has been of much assistance.

Respectfully,

WM. T. SHANAHAN,

Acting Medical Superintendent.

COUNTY TABLE.

COUNTIES.	NUMBER PRESENT, OCTOBER 1, 1908.		RECEIVED DURING THE YEAR.		DISCHARGED DURING THE YEAR.		DIED DURING THE YEAR.		NUMBER PRESENT OCTOBER 1, 1909.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
Albany.....	14	16	7	1	2	1	1	3	18	13
Allegany.....	6	8	1	3	1	1	1	1	5	11
Broome.....	6	4	1	1	1	1	1	1	6	4
Cattaraugus.....	2	7	2	1	1	1	1	2	4	4
Cayuga.....	3	3	2	1	1	1	1	1	10	4
Chemung.....	6	4	1	1	1	1	1	1	5	2
Chautauqua.....	8	5	2	3	1	1	1	1	7	8
Chenango.....	4	1	2	1	3	1	1	1	2	1
Clinton.....	4	3	1	1	1	1	1	1	1	4
Columbia.....	4	4	1	2	1	1	1	1	3	5
Cortland.....	3	3	1	1	1	1	1	1	3	3
Delaware.....	2	3	1	1	1	1	1	1	3	3
Dutchess.....	2	4	1	1	1	1	1	1	4	4
Erie.....	42	27	11	8	4	4	3	1	46	30
Essex.....	7	3	4	2	2	1	1	1	8	5
Franklin.....	7	2	4	2	2	1	1	1	8	2
Fulton.....	9	4	1	2	1	1	1	1	8	3
Genesee.....	5	7	1	1	2	1	1	1	3	5
Greene.....	1	1	1	1	1	1	1	1	1	1
Hamilton.....	3	1	1	1	1	1	1	1	3	4
Herkimer.....	3	4	3	2	1	1	1	1	6	4
Jefferson.....	76	79	17	21	9	6	5	5	79	89
Kings.....	1	1	1	1	1	1	1	1	1	2
Lewis.....	6	5	2	1	1	1	1	1	6	5
Livingston.....	1	3	1	1	1	1	1	1	4	2
Madison.....	28	26	11	1	3	3	3	1	33	24
Monroe.....	6	3	1	2	1	1	1	1	5	4
Montgomery.....	3	2	2	1	1	1	2	14	3	2
Nassau.....	194	193	41	34	21	8	13	13	201	205
New York.....	9	6	3	1	2	1	1	1	10	6
Niagara.....	7	9	3	1	2	1	1	1	7	10
Oneida.....	6	5	2	3	1	1	1	1	26	13
Onondaga.....	11	11	8	3	1	1	1	1	7	5
Ontario.....	7	4	2	3	1	1	2	1	7	6
Orange.....	5	2	2	3	1	1	1	1	6	4

STATE BOARD OF CHARITIES.

297

	667	565	163	123	72	36	65	44	693	608
Orleans.....	3	6	1	1	1	1	1	1	1	1
Oswego.....	11	6	1	1	1	1	1	1	1	1
Otsego.....	3	1	1	1	1	1	1	1	1	1
Putnam.....	1	1	1	1	1	1	1	1	1	1
Queens.....	13	12	4	1	1	2	1	1	1	1
Rensselaer.....	17	17	1	1	1	1	1	1	1	1
Richmond.....	6	1	1	1	1	1	1	1	1	1
Rockland.....	6	1	1	1	1	1	1	1	1	1
St. Lawrence.....	6	9	3	3	1	1	3	1	1	1
Saratoga.....	7	3	4	1	1	1	1	1	1	1
Schenectady.....	3	3	1	1	1	1	1	1	1	1
Schoharie.....	4	1	1	1	1	1	1	1	1	1
Schuyler.....	4	1	1	1	1	1	1	1	1	1
Seneca.....	4	1	1	1	1	1	1	1	1	1
Steuben.....	13	5	2	3	1	1	1	1	1	1
Suffolk.....	7	2	1	1	1	1	1	1	1	1
Sullivan.....	2	4	1	1	1	1	1	1	1	1
Tioga.....	2	2	1	1	1	1	1	1	1	1
Tompkins.....	2	3	2	2	1	1	1	1	1	1
Ulster.....	2	3	1	1	1	1	1	1	1	1
Warren.....	2	2	1	1	1	1	1	1	1	1
Washington.....	3	4	1	1	1	1	1	1	1	1
Wayne.....	2	2	1	1	1	1	1	1	1	1
Westchester.....	24	14	3	4	1	1	1	1	1	1
Wyoming.....	2	3	1	1	1	1	1	1	1	1
Yates.....	4	5	1	1	1	1	1	1	1	1
Totals.....	667	565	163	123	72	36	65	44	693	608

TABLE OF SEIZURES RECORDED FOR THE YEAR ENDING
SEPTEMBER 30, 1909.

	Average popu- lation.	MALES.			FEMALES.			Grand total for month
		Day.	Night.	Total.	Day.	Night.	Total.	
1908.								
October.....	1,233,419	3,464	3,140	6,604	3,366	1,915	5,281	11,885
November.....	1,235,433	3,858	3,539	7,397	3,293	2,004	5,297	12,694
December.....	1,245,806	3,718	3,516	7,234	3,496	1,977	5,473	12,707
1909.								
January.....	1,259,419	3,465	3,166	6,631	3,766	2,083	5,849	12,480
February.....	1,271,035	3,512	3,772	7,284	3,241	1,741	4,982	12,266
March.....	1,287,193	3,822	3,574	7,396	4,362	1,456	5,818	13,214
April.....	1,285,833	3,594	3,038	6,632	3,414	2,374	5,788	12,420
May.....	1,288,129	3,766	3,298	7,064	3,917	2,456	6,373	13,437
June.....	1,287,3	2,888	2,286	5,174	3,241	2,424	5,665	10,839
July.....	1,287,774	2,984	2,508	5,492	3,190	1,787	4,977	10,469
August.....	1,296,29	3,020	2,849	5,869	3,265	2,208	5,473	11,342
September.....	1,302,9	3,267	3,037	6,304	3,619	2,315	5,934	12,238
Grand total for the year.....								145,995

Males:	{ Day.....	41,358	
	{ Night.....	37,723	79,081
Females:	{ Day.....	42,170	
	{ Night.....	24,740	66,910
Grand total for the 12 months.....			145,991

OCCUPATION.

Patients Admitted During the Year Ending September 30, 1909.

Laborer	2
Printer	
Silversmith	
Clerk	
Stenographer	
Architect	
Pharmacist	
Lawyer	
Engineer	
Electrician	
Railroad ticket agent.....	
School teacher	
Music teacher	
Seamen	

Tailor	3
Ironworker	2
Brass worker	1
Cigarmaker	2
Photographer	1
Saloon keeper	1
Railroad trainman	2
Plumber	2
Mattress maker	1
Carpenter	2
Machinist	3
Plasterer	1
Messenger boy	2
Confectioner	1
Housework	41
Laundress	1
Wool knitter	1
Peddler	1
Groom	1
Elevator boy	1
Bookbinder	1
Painter	1
Dairyman	1
Farmer	5
None	149

The Superintendents of the various colonies and hospitals for epileptics in the United States have decided to publish in their annual reports tables similar to those which follow.

The ones appearing this year are but tentative with the idea of modifying them as may be indicated from time to time.

It is hoped that they will afford some material for comparison.

TABLE No. 1.

Consecutive number.	Age on admission.	Age at onset.	Sex.	Heredity.	Prenatal influences.	Assigned cause.	Probable cause.
2580	34 years.	20 years.	Male.	Mother migraine; maternal grandfather Bright's disease.	None.	Hammer falling on head.	Alcoholism.
2581	94 years.	10 months.	Male.	Mother migraine; maternal grandfather asthma.	Instrumental delivery.	Dentition.	Heredity.
2582	26 years.	19 years.	Male.	Father alcoholic; sister tuberculosis.	Unknown.	Kick on head by horse.	None.
2583	15 years.	4 years.	Male.	Maternal grandmother dropsy; father rheumatism.	None.	Fall, striking on head.	None.
2584	10 years.	Birth.	Male.	Maternal grandfather tuberculosis; sister and maternal aunt epileptic.	Prolonged labor.	None.	Heredity.
2585	24 years.	18 years.	Male.	Paternal grandfather tuberculosis; father and one brother tuberculosis.	None.	Injury to head.	None.
2586	18 years.	Infancy.	Female.	Father died pulmonary tuberculosis; had headaches; maternal grandfather died of rheumatism.	Negative.	"Cerebral".	"Cerebral" hemorrhage.
2587	47 years.	30 years.	Male.	Mother tuberculosis; father rheumatism.	None.	Heat prostration.	None.
2588	10 years.	1 year.	Male.	Paternal uncle and cousin epileptic; maternal grandmother tuberculosis.	None.	Fracture of skull by fall from bicycle.	Heredity.
2589	27 years.	17 years.	Male.	Negative, as given.	None.	None.	None.
2590	28 years.	3 years.	Male.	Maternal grandfather cerebral hemorrhage; alcoholic early in life; mother and maternal aunt epileptic; paternal grandfather tuberculosis.	Instrumental delivery.	None.	Heredity.
2591	13 years.	2 years.	Male.	Father and paternal grandfather paralysis; paternal grandmother and maternal grandmothers Bright's disease; two sisters and maternal uncle epileptic.	None.	Dentition.	Heredity.
2592	16 years.	14 years.	Male.	Brother epileptic; maternal grandmother tuberculosis.	None.	Dentition.	Heredity.
2593	14 years.	13 years.	Male.	Brother died pneumonia.	None.	None.	None.
2594	18 years.	13 years.	Male.	Father died pneumonia.	None.	Fright.	Heredity.
2595	15 years.	14 years.	Male.	Negative as given.	None.	Masturbation.	None.
2596	38 years.	17 years.	Female.	Father alcoholic; died heart failure; mother died dysentery, diabetes and erysipelas.	None.	Fright.	None.
2597	26 years.	3 years.	Male.	Paternal first cousin epileptic; paternal grandfather suicide; mother migraine.	None.	Injury on head.	None.
2598	24 years.	17 years.	Male.	Mother insipient tuberculosis; paternal grandfather cancer; maternal grandfather apoplexy; maternal aunt nervous prostration.	None.	None.	None.
2599	11 years.	6 years.	Female.	Father rheumatism; one brother epileptic.	None.	Overwork.	Heredity.
2600	9 years.	6 years.	Male.	Maternal grandmother rheumatism.	Prolonged labor.	Indigestion and diabetes overeating.	None.

2801	29 years.....	7 years.....	Male.....	Mother dropsy; maternal grandmother cancer of liver; two paternal uncles epileptic.	None.....	Poisoning.....	Heredit. Heredit.
2802	54 years.....	8 years.....	Male.....	Father and paternal uncle insane; father apoplexy.	None.....	None.....	.....
2803	14 years.....	8 years.....	Male.....	Father asthma rheumatism; maternal grandfather cancer of face.	None.....	None.....	.....
2804	46 years.....	1 year.....	Male.....	Father and mother alcoholic; both died Bright's disease; father rheumatism.	Unknown.....	Injury to head.....	Cerebral hemorrhage; heredit.
2805	22 years.....	9 weeks.....	Female.....	Mother had fainting spells and frequent headaches.	Mother frightened.....	None.....	.....
2806	19 years.....	7 years.....	Male.....	Father suicide.	None.....	Infantile spinal paralysis.	Cerebral hemorrhage.
2807	16 years.....	7 years.....	Male.....	Paternal grandfather alcoholic; maternal grandfather tuberculosis.	None.....	Paralysis.....	.....
2808	57 years.....	55 years.....	Male.....	Father a moderate drinker; maternal uncle alcoholic had convulsions said due to drink.	None.....	Injury to head.....	Heredit. and injury to head.
2809	29 years.....	13 years.....	Male.....	Negative as given.	Unknown.....	Diphtheria.....	.....
2810	19 years.....	9 months.....	Male.....	Father had rheumatism.	Slow and difficult labor.	Unknown.....	.....
2811	19 years.....	9 months.....	Male.....	None.....	Unknown.....	Anterior poliomyelitis.	.....
2812	14 years.....	4 years.....	Female.....	Unknown.....	Unknown.....	None.....	.....
2813	19 years.....	4 years.....	Female.....	Father died cancer of stomach; mother insane; brother epileptic.	Unknown.....	None.....	.....
2814	50 years.....	21 years.....	Female.....	Father and maternal grandfather rheumatism; maternal grandmother nephritis.	None.....	None.....	Heredit.
2815	28 years.....	8 years.....	Female.....	Father inebriate; paternal grandmother died of nervous ailments; maternal grandmother pulmonary tuberculosis.	None.....	Fright.....	.....
2816	10 years.....	6 years.....	Female.....	Negative as given.	None.....	None.....	.....
2817	50 years.....	11 years.....	Female.....	None.....	Mother struck by father.	None.....	Heredit.
2818	7 years.....	2 years.....	Male.....	None.....	None.....	Fright.....	.....
2819	48 years.....	43 years.....	Female.....	Mother died nephritis; maternal grandmother erysipelas; father rheumatism.	None.....	Premature ossification of sutures and fontanelles.	Infantile cerebral palsy.
2820	21 years.....	11 years.....	Male.....	Father alcoholic.	None.....	B. work and change of life.....	.....
2821	23 years.....	5 years.....	Female.....	Father and paternal grandfather died of heart failure; oldest sister from fainting spells and hysteria; mother and maternal uncles asthma, typhoid, rheumatism.	None.....	None.....	Heredit.
2822	9 yrs.....	11 years.....	Male.....	Father alcoholic (syphilis)	None.....	Hydrocephalus.....	Heredit. Heredit (syphilis).
2823	18 years.....	14 years.....	Female.....	Paternal grandfather heart disease; paternal grandmother paralysis; maternal grandfather nephritis.	None.....	Overstudy; indigestion.....	.....
2824	17 years.....	14 years.....	Male.....	Paternal granduncle insane; paternal second cousin epileptic (syphilis).	Labor difficult and instrumental.....	None.....	.....
2825	22 years.....	16 years.....	Female.....	Father alcoholic.	None.....	None.....	Heredit (syphilis).
2826	18 years.....	3 years.....	Female.....	Father alcoholic and articular rheumatism; one brother alcoholism.	None.....	Injury to brain.	Injury to brain; heredity.
					Mother had "grippe" before labor.....	Trauma of brain.....	

TABLE No. 1 — (Continued).

Consecutive number.	Age on admission.	Age at onset.	Sex.	Heredity.	Prenatal influences.	Assigned cause.	Probable cause.
2627	18 years.	17 years.	Male.	None.	None.	Possibly puberty.	Puerperal eclampsia.
2628	24 years.	24 years.	Female.	Father died of asthma.	Unknown; labor may have been difficult, with injury to calvarium.	Pregnancy.	
2629	10 years.	11 years.	Male.	Father said to be insane.		Heredity or injury to head at birth.	Heredity or head injury.
2630	11 years.	4 months.	Female.	Both parents apparently feeble-minded; maternal aunt blind, epilepsy and chorea; deaf sister; two maternal uncles have fits and one alcoholic.	None.	Stroke.	Heredity.
2631	8 years.	7 years.	Female.	Father alcoholic; has tuberculosis of throat; paternal grandfather died diabetes; maternal grandmother died epilepsy.	None.	None.	Heredity.
2632	21 years.	9 years.	Male.	Maternal grandmother epileptic many years; maternal uncle epileptic.	None.	Heredity.	Heredity.
2633	34 years.	16 years.	Female.	Father alcoholic, syphilis; mother syphilis and epilepsy; died cancer intestines; paternal uncle insane.	Unknown.	Menstrual disturbance; heredity.	Heredity.
2634	37 years.	10 years.	Male.	Negative as given.	Difficult labor, but not instrumental.	Blow with an axe.	
2635	39 years.	19 years.	Male.	None.	None.	Supposed scarlet fever.	
2636	18½ years.	13 years.	Male.	Maternal uncle simple-minded; paternal grandmother asthma; maternal grandmother apoplexy.	None.	Menstruation.	Heredity.
2637	22 years.	10 years.	Female.	Father insane; mother died tuberculosis of throat.	Unknown.	Stroke.	Heredity.
2638	16 years.	7 years.	Female.	One sister "spasms"; mother eclampsia.	None.	None.	Heredity plus organic lesion of brain.
2639	17 years.	13 years.	Male.	Unknown.	Unknown.	None.	Heredity.
2640	32 years.	14 years.	Male.	Father alcoholic; paternal uncle epileptic and neurasthenic.	None.	None.	Heredity.
2641	18 years.	3 years.	Male.	Father marked alcoholism; maternal grandmother rheumatism.	None.	Injury to head.	Heredity.
2642	12 years.	4 years.	Male.	Rheumatism in both parents and maternal grandmother.	None.	Diphtheria, drowsy, apoplexy, paralysis, scarlet fever.	
2643	17 years.	3 days.	Male.	Mother tuberculosis.	None.	None.	Unknown.

2844	10 years	Female	Unknown.	Unknown.	None.	Heredit.
2845	6 months	Male	Mother nervous; headaches; mother's sister died brain fever; had "spasms"	None.	None.	Heredit.
2846	5 years	Male	Paternal granduncle and first cousin epileptic; great-uncle and grandfather insane; all paternal relatives very nervous; sister epileptic; brother feeble-minded	Mother fell and injured back during pregnancy; labor normal	Fright.	Heredit.
2847	16 years	Male	Mother hysterical; all near relatives very nervous	None.	Injury to testicle (varicocele)	Heredit.
2848	63 years	Female	Father alcoholic; mother epileptic	None.	None.	Heredit.
2849	15 years	Female	Sister tuberculosis	None.	None.	Heredit.
2850	3 years	Male	Mother hysterical; sister epileptic	None.	Cerebro-spinal meningitis	Heredit.
2851	12 years	Female	Headaches, alcoholism, tuberculosis, epilepsy, rheumatism	None.	Indigestion	Heredit.
2852	64 years	Male	Both parents rheumatism, tuberculosis on maternal side	None.	Heredit and ovarian irritation	Heredit.
2853	6 years	Male	Unknown.	None.	Masturbation	Senility
2854	4 years	Male	Father died apoplexy	Unknown.	None.	None.
2855	16 years	Male	Negative	Mother frightened; labor prolonged	Trauma to brain	Trauma to brain
2856	35 years	Male	Father alcoholic; all relatives nervous	Unknown.	None.	Heredit.
2857	31 years	Male	Father alcoholic, tuberculosis; mother moderately alcoholic, rheumatism; one brother died tuberculosis	7 months' birth.	None.	None.
2858	25 years	Male	Father tuberculosis	Unknown.	Fright.	Heredit.
2859	17 years	Male	Negative	Unknown.	Injury to head	Injury.
2860	2 years	Male	Unknown.	None.	Teething	None.
2861	22 years	Female	Father severe headaches; sister nervous prostration; niece of father died in fits	None.	None.	None.
2862	25 years	Female	Father died asthma; mother alcoholic	None.	Difficult dentition	None.
2863	16 years	Female	Father died rheumatism; maternal grandmother had chronic rheumatism	Unknown.	None.	None.
2864	Infancy	Female	Mother alcoholic, died tuberculosis; paternal grandfather died tuberculosis; one sister died convulsions after diphtheria; maternal aunt epilepsy; maternal uncle committed suicide	Weighted 14 pounds at birth.	Constipation	None.
2865	12 years	Female	Negative	None.	Heredit	Heredit.
2866	11 years	Male	Father and brother intemperant	None.	Brain trouble	Meningitis; trauma to brain.
2867	19 years	Female	Paternal aunt insane; mother periodic headaches	None.	Unknown.	None.
2868	24 years	Female	Mother fainting spells, blind, apoplexy, maternal grandmother insane; one sister tuberculosis	None.	Scarlet fever	Scarlet fever plus heredit.
2869	16 years	Female		None.	None.	Heredit.

TABLE No. 1 — (Continued).

Consecutive number.	Age on admission.	Age at onset.	Sex.	Heredity.	Prenatal influences.	Assigned cause.	Probable cause.
2670	21 years....	16½ months...	Male....	Negative.	Difficult labor; no instrumental.	Injury to head.....	Injury.
2671	33 years....	26 years....	Male....	All relatives eccentric and nervous; vague paternal history of insanity; paternal uncle feeble-minded and of 4 children, 1 epileptic, 1 congenital idiot, 1 congenital paralytic; twin brother of patient epileptic.	Twin labor.....	Overstudy and indigestion	Heredity.
2672	28 years....	22 years....	Female....	Father died "cancer in head"	None.	None.	
2673	36 years....	45 years....	Female....	Unknown.	One and one-half pounds at birth.	Weakness of heart; gas in stomach; brutal husband.	
2674	22 years....	19 years....	Male....	Father alcoholic; other history unknown.	None.	None.	
2675	24 years....	16 years....	Male....	Both parents alcoholic; maternal grandfather died paralysis; grandfather epileptic; maternal aunt died tuberculosis; maternal grandmother severe headaches; of sixteen children, five living.			
2676	25 years....	18 years....	Female....	Cancer; tuberculosis.			
2677	25 years....	18 years....	Male....	Unknown.	None.	Masturbation and grief.	Heredity.
2678	25 year....	2 years....	Female....	Sister epileptic and insane.	None.	None.	Syphilis.
2679	34 years....	2 years....	Male....	Mother and maternal grandfather died Bright's disease; aunt and cousin epileptic.	Unknown.	None.	Heredity.
2680	44 years....	6 months....	Male....	Negative.	Mother Bright's disease during pregnancy; labor normal.	Heredity.	Heredity.
2681	13 years....	4 years....	Female....	Paternal grandmother epileptic and periodic headaches; died apoplexy; one maternal cousin epileptic; mother hysteria; both maternal grandparents died tuberculosis.	Unknown.	None.	Congenital defect.
2682	20 years....	13 years....	Female....	Parents died tuberculosis.	None.	Fright.....	Heredity.
2683	30 years....	3 years....	Female....	Negative.	None.	Menstruation.....	
2684	21 years....	Infant....	Female....	Father tuberculosis; protracted headaches in mother.	Not given.	None.	
2685	21 years....	19 years....	Female....	Parents second cousins; father evening headaches.	None.	None.	Heredity.
2686	43 years....	40 years....	Male....	Negative.	None.	Great excitement and overwork.	Heredity.
						None.	Syphilis and alcoholism.

2007	59 years	44 years	Male	Father and sister suicides; one sister mentally unsound; mother rheumatic.	Unknown	None	Congenital defect and sexual change.
2008	41 1/2 years	15 years	Male	Negative.	None	None	Congenital defect.
2009	46 years	36 years	Male	Father alcoholic and dissolute.	Unknown	Alcoholism.	Hereditary and alcohol.
2000	1 year	1 year	Male	Father insane; mother nervous prostration; paternal second cousin and maternal great-uncle epileptic.	None	Fright.	Hereditary.
2001	37 years	38 years	Male	Father alcoholic and paralytic; maternal grand-mother frequent headaches.	Unknown	None	Hereditary.
2002	26 years	13 years	Female	Father alcoholic; sister "nervous disease."	None	Indigestion	Hereditary.
2003	16 years	Birth	Female	Father sick headaches; tuberculosis in two aunts and one uncle; one brother blind and idiotic; one mentally impaired; vision failing.	Mother frightened before birth of child.	Fright of mother.	Hereditary.
2004	10 years	8 years	Female	Negative.	Negative.	Indigestion	Hereditary.
2005	10 years	4 years	Male	Cancer mother and maternal grandmother; acute rheumatism in father.	None	Indigestion	Hereditary.
2006	62 years	48 years	Female	None.	None	Cerebrospinal meningitis.	Menopause.
2007	10 years	2 years	Female	Father rheumatic and alcoholic; half-sister (father's child), insane; mother died paralysis.	Negative.	Indigestion	Hereditary.
2008	45 years	28 years	Male	Abdominal tumor in maternal grandmother.	None	None	Hereditary and congenital defect.
2009	13 years	11 years	Female	Unknown but father gives stigmata of degeneration.	Unknown	Injury to head.	None.
2000	3 1/2 years	2 1/2 years	Male	Unknown.	None	None	None.
2701	19 years	?	Male	Unknown.	None	None	None.
2702	30 years	?	Male	Unknown.	Unknown	None	None.
2703	18 years	?	Male	Unknown.	None	None	None.
2704	22 years	?	Male	Unknown.	Unknown	None	None.
2705	22 years	7 1/2 years	Female	Unknown.	None	Unknown	?
2706	22 years	10 years	Male	Maternal uncle insane.	None	None	Hereditary.
2707	22 years	6 months	Female	Father died rheumatism; mother arthritis deformans; also maternal grandmother tuberculosis; grandfather "softening of brain;" one uncle general paresis; cousin sane.	Labor instrumental.	None	Hereditary.
2708	16 years	15 years	Female	Father alcoholic; paternal grandfather paralytic; paternal aunt insane.	None	None	Hereditary.
2709	15 years	4 years	Female	Father pulmonary tuberculosis; paternal grandfather "brain fever"	Eight months' birth.	None	Hereditary and congenital defect.
2710	11 years	8 years	Male	Both grandmothers rheumatism; mother rheumatic; grandfather died early age.	None	None	None.
2711	21 years	12 years	Male	Paternal grandfather rheumatic; maternal grandfather cancer; mother periodic headaches.	None	None	None.
2712	45 years	40 years	Male	Father and maternal grandfather died tuberculosis; mother died "paralytic stroke;" both parents alcoholic; mother moderate, father excess.	None	None	None.
2713	15 years	13 years	Male	Negative.	Unknown	None	Hereditary.

TABLE No. 1 — (Continued).

Consecutive number.	Age on admission.	Age at onset.	Sex.	Heredity.	Prenatal influences.	Assigned cause.	Probable cause.
2714	13 years	9 years	Male	Mother died pulmonary tuberculosis. Father insane; mother died pulmonary tuberculosis. Father tuberculosis and alcoholic; mother chorea; died heart trouble and dropsy; one aunt head-aches and melancholia.	None	None	Heredity.
2715	21 years	12 years	Male		None	None	Heredity.
2716	34 years	2 years	Female		None	Fright.	Cerebral hemorrhage heredity.
2717	26 years	16 years	Female	Father alcoholic.	Unknown	None	Heredity.
2718	43 years	33 years	Female	Father chronic alcoholic; died nephritis and apoplexy; paternal grandfather cancer; maternal uncle epileptic and insane; mother died tumor of rectum.	Unknown	None	Heredity cerebral hemorrhage.
2719	20 years	12 years	Male	Father died 31; inflammation of bowels; paternal grandfather at 40; no cause given.	None	None	Heredity.
2720	38 years	25 years	Male	Mother paralytic and epileptic.	Unknown	None	Heredity.
2721	22 years	5 years	Male	Mother cancer of breast.	None	Fall down stairway	Injury to head.
2722	28 years	20 years	Male	Negative.	None	Overeating.	
2723	20 years	16 years	Male	Father rheumatic and severe headaches; maternal grandfather apoplexy.	None	None	
2724	62 years	22 years	Male	Father alcoholic; aunt insane; sister deaf mute.	Unknown	None	
2725	42 years	20 years	Female	Negative.	Unknown	None	
2726	61 years	14 years	Female	Negative.	None	None	
2727	18 years	10 years	Female	Father alcoholic; paternal grandmother paralytic and insane; paternal aunt had "fits," maternal grandmother heart disease.	None	Fright.	Heredity.
2728	59 years	55 years	Male	Father Bright's disease and alcoholic; mother cancer.	None	None	
2729	18 years	15 years	Male	Rheumatism, apoplexy and tuberculosis in father's family.	Unknown	Acute indigestion.	Heredity.
2730	16 years	16 years	Male	Father nephritis; maternal grandmother cancer.	None	Improper food and lack of exercise.	Heredity.
2731	14 years	9 years	Male	Negative.	Instrumental delivery	None	
2732	18 years	4 years	Male	Father alcoholic and epileptic.	Unknown	None	Heredity.
2733	13 years	12 years	Male	Mother nervous headaches; paternal grandfather apoplexy.	Negative.	Fright	Heredity and syphilis.

2734	34 years.....	12 years.....	Female.....	One sister dead.	Unknown.....	Neurotic; menstruation and washing head too often.	Cerebral hemorrhage.
2735	12 years.....	3 years.....	Female.....	Paternal grandfather frequent headaches; worry and trouble.	Negative.....	None.....	Cerebral hemorrhage.
2736	16 years.....	13 years.....	Female.....	Father died tuberculous.	Negative.....	None.....	.....
2737	37 years.....	15 years.....	Male.....	Father alcoholic; hypertrophy of heart; mother suicide.	None.....	None.....	.....
2738	36 years.....	17 years.....	Female.....	Father alcoholic.	None.....	Menstruation.	.....
2739	32 years.....	14 years.....	Male.....	Maternal grandfather apoplexy.	Labor prolonged.	Disappointment; mental worry.	.....
2740	21 years.....	10 years.....	Male.....	Maternal grandfather alcoholic; both parents rheumatism.	None.....	Alcoholism, tobacco and self abuse.	.....
2741	7 years.....	4 years.....	Male.....	Negative as given.	None.....	None.....	.....
2742	20 years.....	15 years.....	Male.....	Father moderately alcoholic; mother nervous; had two miscarriages after birth of patient; severe headaches; enlarged cervical glands when girl.	None.....	Otitis media following scarlet fever.	Heredit.
2743	30 years.....	1 year.....	Male.....	Father died heart disease; mother intestinal cancer.	None.....	None.....	.....
2744	33 years.....	20 years.....	Male.....	Paralysis and apoplexy in grandparents; father diabetic; mother rheumatic.	None.....	None.....	.....
2745	49 years.....	40 years.....	Male.....	Negative.	None.....	None.....	.....
2746	26 years.....	20 years.....	Male.....	Father and mother alcoholic; mother died phthisis.	None.....	None.....	.....
2747	37 years.....	17 years.....	Male.....	Mother's sister had fainting spells.	Unknown.....	None.....	.....
2748	10 years.....	2½ years.....	Female.....	Paternal grandfather died of cancer.	None.....	None.....	.....
2749	42 years.....	28 years.....	Female.....	Father rheumatism, apoplexy, erysipelas and nervous temperament; paternal grandmother died "apexes"; maternal grandfather died apoplexy.	None.....	No history of epilepsy.	.....
2750	56 years.....	53 years.....	Female.....	Negative.	Mother fell six months before patient's birth.	Fall from ice wagon.	Heredit.
2751	20 years.....	9 years.....	Female.....	Father alcoholic; paternal side nervous family; parents first cousins.	Unknown.....	None.....	.....
2752	34 years.....	9 years.....	Male.....	Maternal aunt insane; father epileptic; mother died pneumonia.	None.....	None.....	Heredit.
2753	29 years.....	16 years.....	Male.....	None given.	None.....	Fall from swing.	Heredit.
2754	14 years.....	7½ years.....	Male.....	Father's mother cancer; maternal grandmother nervous; father and paternal grandfather nervous.	None.....	Blister on chest during pneumonia.	.....
2755	32 years.....	30 years.....	Male.....	Father alcoholic; paternal grandfather alcoholic; maternal grandfather nervous and extensible.	Dry labor.	None.....	.....
2756	12 years.....	3 years.....	Male.....	Father rheumatism; mother hysteria; brother convulsions when young; aunt convulsions.	None.....	None.....	.....
2757	54 years.....	.....	Male.....	Unknown.	Mother frightened when pregnant.	Intestinal parasites.	Heredit.
2758	50 years.....	.....	Male.....	Unknown.	Unknown.....	None.....	.....
2759	50 years.....	.....	Male.....	Mother sudden death; nothing else known.	None.....	Unknown.	Cerebral hemorrhage.

TABLE No. 1 — (Continued).

Consecutive number	Age on admission.	Age at onset.	Sex.	Heredity.	Prenatal influences.	Assigned cause.	Probable cause.
2760	45 years.....	Infant.....	Male.....	Father died 75; county house inmate.	Unknown.....	None.....	.....
2761	20 years.....	18 years.....	Male.....	Maternal grandmother dropsy.	Unknown but twin sisters instrumental.....	None.....	.....
2762	28 years.....	17 years.....	Male.....	Father rheumatism.	None.....	None.....	.....
2763	10 years.....	17 years.....	Male.....	Negative as given.	None.....	Infantile convulsions.....	.....
2764	32 years.....	17 years.....	Male.....	Negative as given.	None.....	None.....	.....
2765	18 years.....	13 years.....	Male.....	Father alcoholic and rheumatism; mother and sister "nervous."	None.....	None.....	.....
2766	23 years.....	20 years.....	Male.....	Cousin epileptic; otherwise negative as given.	Difficult labor; mother frightened previous to birth.....	Hard swimming.....	.....
2767	15 years.....	8 months.....	Female.....	Mother and grandmother nervous; aunt syphilis brother feeble-minded.	None.....	Syphilis.....	.....
2768	18 years.....	4 years.....	Female.....	Mother nervous prostration; maternal grandfather suicide; maternal first cousin epileptic.	None.....	None.....	Hereditv.
2769	17 years.....	5 years.....	Female.....	Father died rheumatism and endocarditis.	None.....	Indigestion.....	Hereditv.
2770	16 years.....	7 years.....	Female.....	Mother headaches; both parents moderately alcoholic; paternal grandmother died hemorrhage.	None.....	Trauma.....	Trauma to head.
2771	17 years.....	11 months.....	Male.....	Negative as given.	None.....	None.....	.....
2772	11 years.....	13 months.....	Male.....	Maternal, grandfather alcoholic; maternal uncle tuberculosis; maternal uncle died Bright's disease; father alcohol.	None.....	None.....	.....
2773	8 years.....	2 years.....	Male.....	Negative as given.	None.....	None.....	Infantile cerebral palsy.
2774	37 years.....	3 years.....	Male.....	Mother died pneumonia; paternal grandmother inflammatory rheumatism.	None.....	None.....	.....
2775	44 years.....	5 years.....	Male.....	Mother died 76; arterio-sclerotic gangrene of foot; sisters epileptic; father has rheumatism, arterio-sclerosis and dyslexia.	None.....	Injury from fall (tentative)	.....
2776	17 years.....	20 months.....	Male.....	Father insane alcoholic; two paternal aunts paralytic.	None.....	None.....	Hereditv and brain lesion which caused hemiplegia.
2777	14½ years.....	13 years.....	Male.....	Father alcoholic; maternal grandmother paralysis; maternal grandfather rheumatism; maternal aunt tuberculosis.	None.....	None.....	Hereditv.
					None.....	Fall.....	.....

2778	42 years	Female	Father rheumatism; mother died apoplexy and Bright's disease	None	None	Heredit.	.....
2779	5 years	Female	Father scrofula, chorea and epilepsy; paternal aunt nervous prostration; paternal grandmother nervous	None	None	.....	.....
2780	42 years	Male	Negative	None	None	.....	.....
2781	21 years	Female	Paternal grandfather Bright's disease; paternal grandmother erysipelas; maternal grandfather cerebral hemorrhage; maternal grandfather tularemia	None	None	.....	.....
2782	8 years	Male	Father alcoholic	Difficult labor; instrument	None	.....	.....
2783	16 years	Female	Father alcoholic	None	Deafness	.....	.....
2784	6 years	Male	Mother epileptic, insane and alcoholic and father migraine	None	Nervousness	.....	.....
2785	17 years	Male	Brother and maternal uncle alcoholic; father rheumatism; paternal grandfather and uncle epileptic	None	Heredit.	Heredit.	.....
2786	22 years	Male	Negative; none given	None	None	Heredit.	.....
2787	18 months	Male	Father alcoholic and drug fiend; mother epileptic; sister epileptic; two sisters hysterical	Forceps	None	None	.....
2788	30 years	Male	Maternal grandmother epilepsy	None	None	Heredit.	.....
2789	53 years	Male	Unknown	Instrument	Birth injury from forceps	.....	.....
2790	19 years	Female	Father rheumatism	None	None	None	.....
2791	17 years	Female	Father "periodic" headaches; paternal second cousin epileptic	None	Worry	.....	.....
2792	25 years	Female	Negative or unknown	Mother frightened	Fright	Fright and heredit.	.....
2793	12 years	Female	Maternal grandfather epilepsy	None	None	None	.....
2794	33 years	Female	Father alcoholic; mother epileptic; died heart failure; two sisters and own son epileptic	Duration of labor fifteen minutes?	None	Heredit.	.....
2795	52 years	Female	Negative or unknown	None	Operation for appendicitis	Heredit.	.....
2796	About 44 years	Female	Father alcoholic and periodic headaches; maternal grandmother epileptic; maternal grandfather epilepsy; insanity, apoplexy and died of softening of brain	None	Menopause	.....	.....
2797	11 years	Female	Mother alcoholic	None	Difficult dentition	Heredit.	.....
2799	47 years	Male	Father intermittent alcoholic; died pneumonia; one sister insane after childbirth	Unknown	None	.....	.....
2799	46 years	Male	Mother headaches and died heart disease; paternal grandmother died paralysis; maternal grandmother died apoplexy; two paternal third cousins are twins and feeble-minded	None	Exhaustion and heart prostration	.....	.....
2800	84 years	Male	Mother pulmonary hemorrhage when pregnant	None	None	Heredit.	.....
2801	23 years	Male	Paternal grandfather paralysis	Pulmonary hemorrhage when pregnant	Fright	.....	.....
2802	9 years	Male	Father alcoholic; mother migraine	None	None	.....	.....
2803	11 years	Male		None	Meninges	.....	.....
					Fright and fall	.....	.....

TABLE No. 1 — (Continued).

Consecutive number	Age on admission.	Age at onset.	Sex.	Heredity.	Prenatal influences.	Assigned cause.	Probable cause.
2804	37 years	35 years	Female	Negative	None	Stomach trouble and indigestion	Meningitis.
2805	40 years	14 years	Female	Negative	None	Puberty	Puberty
2806	23 years	13 years	Female	Father alcoholic; died pneumonia; halfbrother and halfsister died tuberculosis; mother cancer.	Unknown	Puberty	
2807	15 years	13 years	Female	Father alcoholic, insane, luetic; committed suicide; mother headaches and nervous; paternal grandmother rheumatism and mentally unbalanced; paternal grandmother epileptic.			
2808	22 years	13 years	Female	Mother gastric cancer	Mother under severe nervous strain	Puberty	Heredity.
2809	14 years	2 years	Male	Maternal grandfather died tuberculosis	None	Fright	
2810	7 years	2 years	Female	Paternal grandfather asthma; paternal second cousin epileptic.	Puny baby; weight, four pounds; normal labor; jaws locked at birth.	Indigestion	
2811	45 years	39 years	Male	Father diabetic; mother epileptic.	None	Meningitis	Heredity.
2812	13 years	1 year	Male	Paternal grandfather and maternal grandmother rheumatism	Unknown	"Worry"	Heredity.
2813	17 years	Birth	Male	None	Difficult labor. Labor lasted four hours; no prenatal influences; normal labor	Fall down cellar stairway.	
2814	17 years	5 years	Female	Maternal grandfather diabetes; maternal grandmother St. Vitus dance	None	None given	Heredity.
2815	40 years	15 years	Male	Not known	None	Not given	Unknown.
2816	25 years	15 years	Male	Paternal aunt epileptic, insane; paternal grandfather apoplexy		Fall	Heredity.
2817	20 years	17 years	Male	Father, mother and maternal aunt rheumatoid arthritis		Gastro-intestinal.	
2818	15 years	12½ years	Female	Negative as given	Short labor	None	None
2819	45 years	14 years	Female	Negative as given	Had pains ten days before birth of patient	None	None
2820	24 years	23 years	Male	Father tuberculosis; mother hepatic carcinoma	None	None	None
2821	16 years	6 years	Male	None given	None	Fall at five and one-half years	

2822	11 years	Male	Negative as given.	None	Fall.	Fright and heredity.
2823	12 years	Female	Two sisters have fainting spells.	None	Fright.	
2824	40 years	Female	Mother rheumatism	Unknown.	Menstruation and scarlet fever.	
2825	10 years	Female	Negative as given.	None	Fright.	
2826	23 years	Female	Mother headaches; died tuberculous; maternal aunt died tuberculous; father alcoholic; maternal cousin insane	None	None.	
2827	14 years	Female	Father died of paralysis; mother of neuralgic headache.	None	None.	Heredity.
2828	26 years	Female		Instrumental birth, head bruised during delivery.	None.	
2829	6 months	Male	Father 52 and mother 30 at the birth of patient.	None.	Dentition.	
2830	3 years	Female	Epilepsy, paralysis, insanity, apoplexy, hysteria, sick headache and tuberculous.	None	Eating concentrated lye.	Heredity.
2831	8 years	Male	Father cancer; mother bronchitis; sister spasms; maternal uncle suicide and sister insane.	None	Scarlet fever and dropsy.	Scarlet fever and dropsy.
2832	5 months	Female	Both parents alcoholic; mother frequent headaches; paternal first cousin epileptic.	None	None.	Heredity and cerebral hemorrhage.
2833	15 years	Female	Father inflammatory rheumatism; paternal grandfather died heart disease.	None	Menstruation after typhoid fever.	
2834	11 years	Female	Negative.	None	Indigestion.	
2835	44 years	Female	Mother fainting spells after 15 years old to birth of second child.	None	None.	Heredity.
2836	26 years	Male	Father died of kidney and heart trouble; maternal grandmother at 60 of heart disease; no epilepsy or insanity in family.	Prolonged labor.		
2837	19 years	Male	Father alcoholic; mother tuberculous and sister prostitute.	None	Fright.	None given.
2838	23 years	Male	Both parents living; sister epileptic; mother migraine.	Unknown.	Fractured skull.	Heredity.
2839	15 years	Male	Father suicide; mother nervous headache.	None	Overwork.	Heredity.
2840	13 years	Male	Both parents died of tuberculous; maternal grandfather and paternal grandmother died of tuberculous.	None	None.	
2841	19 years	Female	Paternal grandfather died of paralysis.	Unknown.	None.	
2842	13 years	Female	Sister epileptic; maternal grandmother died of brain fever; father tuberculous; mother rheumatism.	Labor prolonged and instrumental.	Difficult menstruation.	
2843	7 years	Female	Mother apoplexy.	Labor prolonged.	None.	Heredity.
2844	21 years	Female	Both parents rheumatic; paternal grandfather and one sister died of tuberculous; maternal grandmother died of dropsy; paternal grandmother "religious mania."	Normal.	Fright.	
	19 years	Female		None		

TABLE No. 1 — (Concluded).

Consecutive number.	Age on admission.	Age at onset.	Sex.	Heredity.	Prenatal influences.	Assigned cause.	Probable cause.
2845	26 years.	18 years.	Male.	Paternal uncle rheumatic; father alcoholic.	None.	"Mental"	Heredity.
2846	21 years.	6 years.	Male.	Mother and maternal uncle epileptic; mother cancer; maternal greatuncle and maternal great aunt epileptic; paternal grandmother tuberculous & mother died of tuberculosis; paternal grandfather died of tuberculosis; paternal grandmother died of angina pectoris; paternal third cousin epileptic.	None.	None.	
2847	21 years.	16 years.	Female.	Mother, paternal grandmother and maternal grandfather died of tuberculosis; paternal grandmother died of angina pectoris; paternal third cousin epileptic.	None.	None.	Heredity.
2848	32 years.	21 years.	Male.	Father and sister epileptic; mother died heart trouble.	Unknown.	Paralysis following pneumonia.	Heredity.
2849	30 years.	5 years.	Male.	Negative not known; founding.	Unknown.	Fright.	Heredity.
2850	28 years.	6 years.	Female.	Negative.	None.	Fright.	
2851	28 years.	4 months.	Male.	Mother died of heart disease.	None.	None.	
2852	45 years.	6 years.	Female.	Tuberculous and epilepsy.	None.	None.	
2853	15 years.	10 months.	Male.	Mother rheumatic; others negative.	One of twins normal birth.	"Unsettled stomach"	Heredity.
2854	9 years.	7 years.	Male.	Maternal grandmother; others died of diabetes; others negative.	None.	Fell against hot stove.	
2855	10 years.	9 years.	Male.	Maternal grandmother periodic sick headaches; maternal grandfather died of "lung trouble".	None.	Fright.	
2856	26 years.	8 years.	Female.	Negative.	Mother fell from chair during pregnancy.	None.	
2857	34 years.	15 years.	Female.	Asthma.	None.	Fright.	
2858	26 years.	21 years.	Female.	Tuberculosis; infantile convulsions.	None.	Vaccination.	Heredity.
2859	38 years.	27 years.	Female.	Rheumatism; epilepsy, narcolepsy, insanity.	No history.	None.	Heredity.
2860	23 years.	1 year.	Male.	Two paternal uncles aseptic history; father pneumonic; mother heart disease.	None.	None.	
2861	31 years.	30 years.	Male.	Mother insane; father alcoholic; mother rheumatic.	Prolonged labor.	None.	Heredity.
					Indigestion.	Indigestion.	

TABLE NO. 2.

ANAMNESIS.—H., heart; L., lungs; W. J., wrist jerks; K. J., knee jerks; P. M., feeble-minded; Imb., imbecile; I., idiot; L. G., low grade; plus, exaggerated or enlarged; U., urine; Neg., negative; Rt., right; Lt., left; B., both; D., diurnal; N., nocturnal; G. M., grand mal; P. M., petit mal; Psy., psychic.

Consecutive number	Type of seizure.	Frequency of seizures.	Nocturnal	Diurnal	Aura.	Mental status.	Physical examination.	Paralysis.
2580	G. M.	Four in five years.	D.		Clutching of jaws.	Dementia.	Well nourished; heart and lungs negative; indistinctly.	None.
2581	G. M.	One to three daily.	B.		Black spots before eyes.	Fair.	Well nourished; lungs broncho-vesicular breathing; heart negative; knee jerks slight; eyes negative.	None.
2582	G. M., Psy., Jm.	Nightly.	B.		Dissy thoracic pain.	Idiot.	Well nourished; heart accentuated second sound at apex; lungs negative.	None.
2583	G. M.	Once monthly.	B.		Epigastric.	Imbecile.	Well nourished; heart negative; most ribs right apex.	None.
2584	G. M., P. M.	Daily.	B.		Epigastric.	Fair.	Heart negative; knee jerks; eyes negative.	None.
2585	G. M.	Five to seven daily.	B.		Excited and weak.	Fair.	Fairly well nourished; Oper. ear scalp; lungs broncho-vesicular breathing; heart negative.	None.
2586	G. M.	Once monthly.	D.		Hallucination of sight; intermammary pain.	Imbecile.	Knee jerks active; eyes negative.	None.
2587	P. M.	Once a week.	B.		Headache.	Fair.	Well nourished; heart; knee jerks right Babinski; right convergent strabismus.	Right hemiplegia.
2588	P. M.	Two to three days.	B.		None.	Idiot.	Well nourished; heart sounds accentuated; lungs broncho-vesicular breathing; urine, albumin casts; knee jerks; conjunctiva injected.	None.
2589	G. M.	Three to four days.	B.		Sharp xiphoidal pain.	Fair dementia.	Fairly well nourished; bronchial breathing right apex; heart, rough second sound; knee jerks fairly active; eyes negative; eyeballs large.	None.
2590	G. M., P. M.	Two weeks.	B.		Frontal headache.	Fair.	Fairly well nourished; accentuated second sound at apex; lungs negative; knee jerks slight; eyes negative.	None.
2591	G. M., Jck.	Three weeks.	D.		Burning at throat.	Feeble-minded.	Poorly nourished; increased vocal fremitus, accentuation second sound; urine, indican and hyaline casts; knee jerks slight; vision defective; sluggish pupils.	None.
2592	G. M.	Three to four weeks.	D.		None.	Feeble-minded.	Well nourished; heart and lungs negative; scar in face; knee jerks slight; eyes negative.	None.
							Muscular, well nourished; heart and lungs negative; knee jerks active; eyes negative.	None.

TABLE NO. 2 — (Continued).

Consecutive number	Type of seizures.	Frequency of seizures.	Nocturnal diurnal.	Aura.	Mental status.	Physical examination.	Paralysis.
2593	G. M., P. M.	Two weeks.	N.	None.	Fair.	Well nourished; increased broncho-vesicular breathing; heart accentuated second sound; urine negative; knee jerks active; eyes negative.	None.
2594	P. M., G. M.	G. M. once a month; P. M. once daily.	B.	Epigastric pain.	Good.	Fairly well nourished; heart accentuated second sound; lungs negative; knee jerks slight; eyes negative.	None.
2595	G. M., P. M.	Once a week.	N.	None.	Good.	Well nourished; feminine figure; lungs negative; mitral regurgitant murmur; knee jerks slight; active; eyes hypermetropic astigmatism.	None.
2596	G. M.	Two to three a month.	N.	Disinens. Epigastric.	Fair, somewhat demerced.	Well nourished, obese; heart roughened first sound; lungs negative; morning vomiting; knee jerks active; eyes negative.	None.
2597	G. M.	One to five daily.	B.	Disinens.	Fair.	Well nourished; heart roughened first sound; lungs negative; right pupil large.	None.
2598	G. M.	Monthly.	B.	Psychic Myoclonic movements.	Good.	Muscular, well nourished; heart accentuated second aortic sound; lungs negative; knee jerks active; eyes negative.	None.
2599	G. M.	Daily to monthly.	B.	Epigastric. Disinens.	Feeble-minded.	Well nourished, obese, acne, dental caries; enlarged tonsils; knee jerks diminished; eyes negative.	None.
2600	G. M.	Five to twenty daily.	B.	None.	Idiot.	Fairly well nourished; lungs increased vocal fremitus; heart negative; knee jerks active; eyes negative.	None.
2601	G. M.	Two to three weeks.	B.	Epigastric.	Fair.	Poorly nourished; increased breath sounds; systolic murmur; knee jerks slight; pupils sluggish.	None.
2602	G. M.	Twice a week.	N.	Head and stomach feel funny.	Feeble-minded.	Well nourished; muscular; heart and lungs negative; rales in urine; eyes, external strabismus left eye; knee jerks slight; tongue deviates to the right.	None.
2603	P. M.	Nightly.	N.	None.	Imbecile.	Poorly nourished; heart accentuated, second sound aortic; rales in right apex; urine negative; knee jerks active; pupils sluggish.	None.

2604	G. M.	Monthly	N.	None.	„Fair.	Well nourished; muscular; accentuated second sound (aortic); hyaline gran. casts in urine; knee jerks slight; eyes lab.	None.
2605	G. M., P. M.	Once a week to three a day	B.	Fainting depressed palpitation.	Low grade imbecile.	Poorly nourished; kyphosis; rachitis; insp. respiration; prolonged expant on rhinitis; heart irregular; dental caries; enlarged tonsils; improved vision; Str-Nystag.; cornea cloudy.	R i g h t hemiplegia; spastic diplegia.
2606	G. M.	Once in four months		None.	Idiot.	Fairly well nourished; heart negative; chest box-like shape; rais right apex; Int. Strab. left eye.	Spastic diplegia.
2607	G. M., P. M.	Once every four or five weeks	D.	Numbness of left arm and hand.	Feeble-minded	Fairly well nourished; mucos raises both apices; heart negative; slight knee jerks; eyes double converging squint; rotary nystag; myopia.	None.
2608	Jrs.	Weekly	B.	Twitching of left arm and abdomen	Part demented	Well nourished; roughening of first sound; accentuation of second sound; dental caries; urine; albumin, pus, bacteria; left babinaki; eyes myopic.	Left hemiplegia.
2609	G. M., P. M.	One to two daily	D.	None.	Feeble-minded	Well nourished; heart and lungs negative; granular casts; knee jerks active; wrist sluggish; eyes normal.	None.
2610	G. M.	One in four or five days	B.	Nervousness in stomach.	Low grade imbecile	Fairly well nourished; evidence of bromism; heart and lungs negative; urine gran. and hyl. casts; knee jerks and wrist slug; eyes negative.	None; left facial atrophy.
2611	G. M.	Every week.	B.	None.	Low grade imbecile	Increased broncho-vesicular breathing, both sides; heart negative; urine gran. casts; knee jerks and wrist active; eyes sluggish.	None.
2612	G. M., P. M., Psy.	Three days to three weeks.	B.	None.	Low grade imbecile	Well nourished; heart irregular; dental caries; tonsils enlarged; knee jerks normal; eyes negative.	None.
2613	G. M., P. M.	Every other day	B.	Bad epigastric feeling.	Low grade imbecile	Well nourished; old tubercula; kyphosis; acne; dental caries; eczema; knee jerks normal; eyes converge; strabismus.	None.
2614	G. M., P. M.	Two to three a day	B.	None.	Epileptic dement.	Poorly nourished; probably quiescent tuberculous; impaired hearing; anterior sclerosis; second sound accentuated; gran. and hyl. casts; knee jerks normal; eyes negative.	None.
2615	P. M., Psy.	Three to four a week	B.	Nervousness.	Feeble-minded	Poorly nourished; pulmonary tuberculous; Exophthalmos; knee jerks dim; eyes exophthalmus, strabismus; lateral nystag, blepharospasm.	None.
2616	G. N., Psy.	Every ten days	D.	None.	Feeble-minded	Well nourished; teeth notched and wedge shape; post cervical glands enlarged; dental caries; knee jerks normal; eyes negative.	None.

TABLE No. 2 — (Continued).

Consecutive number.	Type of seizure.	Frequency of seizures.	Nocturnal diurnal.	Aura.	Mental status.	Physical examination.	Paralysis.
2617	G. M.	Two to three days.	R.	None.	Epileptic dement.	Fairly well nourished; kyphosis rub.; second sound accentuated; atheroma; knee jerks dim; eyes negative.	None.
2618	G. M., P. M.	G. M. every three or four days; P. M. between.	B.	None.	Idiot.	Well nourished; circulation slow in extremities; heart and lungs negative; knee jerks and wrists; eyes; myopic strabismus, slight.	Partial paralysis
2619	G. M.	Once a month or little oftener.	D.	Peculiar feeling in throat; muscles twitch.	Epileptic dement; insane.	Poorly nourished; impaired resonance; prolonged expiration; atheroma; chronic indigestion; knee jerks plus; eyes negative.	None.
2620	G. M.	Once in four to six weeks.	B.	None.	Imbecile mute.	Lungs negative; systolic murmur mit. area; urine; hyaline, gran. casts; fairly nourished; knee jerks and wrist normal; strabismus.	None.
2621	G. M.	Three to four a month.	B.	?	Congenital idiot.	Obesity; acne; chronic eczema; heart and lungs negative; right pupil larger than left and irregular.	None.
2622	P. M.	Daily.	D.	None.	Imbecile.	Dim. resonance; left apex; heart negative; pulse weak; circulation poor; cyanosis of extremities; knee jerks and wrist jerks slight.	None.
2623	G. M., P. M.	Almost daily.	D.	Indescribable feeling in head.	Fair.	Well nourished; acne; excessive perspiration; leucocytes and gran. cast in urine; astigmatism and blepharitis.	None.
2624	G. M.	One every three or four days.	B.	None.	Feeble-minded.	Lungs negative; heart enlarged, sound labored, possible adhesive pericarditis or valve lesion without murmur; circulation poor; gran. casts; eyes negative.	Paralysis left extrem.
2625	G. M.	One in three months.	D.	None.	Good.	Left Colony before examination.	Paralysis left extrem.
2626	G. M., P. M.	Weekly.	B.	Numbness and jerk of leg.	Feeble-minded.	Well nourished; first sound at apex blowing and second sound accentuated; lungs negative; eyes negative.	Paralysis left extrem.

2627	G. M., P. M.	Three or four daily	B.	None.	Fair	Lungs and heart normal; urine O. K.; knee jerks faint; eyes negative.	None.
2628	G. M., P. M.	Frequently	B.	Nausea, disiness, blind.	Feeble-minded	Well nourished; dental caries; wrist jerks; eyes negative.	None.
2629	G. M.	Monthly	B.	None.	Fair	Lungs and heart negative; urine negative; eyes negative; no paralysis.	Right hemiplegia.
2630	G. M.	One or more daily	B.	?	Congenital idiot.	Well nourished; heart and lungs and urine negative; wrist jerks and knee jerks active; eyes negative.	Right hemiplegia.
2631	G. M., P. M.	Three a week	B.	Epigastric pain; something in throat.	Good	Only fairly well nourished; systolic thrill on palpation; lungs and urine negative; eyes negative.	None.
2632	G. M.	Frequent	B.	Faintness in head; from feet up burning in head.	Fair	Lungs and heart negative; urine cylindrical; knee jerks and wrist jerks active; eyes negative.	None.
2633	G. M., P. M.	Several a month	B.	Peculiar feeling in head and neck	Feeble-minded; probably insane.	Medium build; heart and lungs negative; albumin a trace; knee jerks and wrist jerks diminished; eyes negative.	None.
2634	G. M.	Several daily	B.	None.	Idiot.	Thoracic organs appear normal; knee jerks and wrist jerks exaggerated; eyes negative.	Partial right hemiplegia.
2635	G. M.	One to two daily	B.	None.	Fair	Lungs negative; heart hypertrophied regur. murmur over precor. loudest at apex; marked left external strabismus.	None.
2636	G. M., P. M.	Three to four daily for first two weeks before each menstruation.	B.	Feeling of goneness and something in throat.	Good	Well nourished; slight murmur following first sound at apex; lungs negative; traces of albumin. Reflexes negative; eyes negative.	None.
2637	G. M., P. M.	Four a week	B.	Drowsiness	Feeble-minded	Right labinski and ankle clonus; slight droop of right upper lid; heart and lungs negative; anæmia.	Right hemiplegia.
2638	G. M.	Two weeks to three a day		Nausea, pain in paralyzed upper extremity	Feeble-minded	Well nourished; gran. casts; heart and lungs negative; knee jerks and eyes negative.	Right hemiplegia.
2639	G. M., P. M.	One to two daily	B.	Unknown	Feeble-minded	Heart and lungs negative; urine negative; knee jerks and eyes negative.	None.
2640	G. M., P. M.	Almost daily	D.	None.	Fair	Lungs and heart negative; few cylindroids; wrist jerks and knee jerks and eyes negative.	None.
2641	G. M., P. M.	Three to four a month	B.	Disiness	Fair	Lungs and heart negative; urine; cylindroids; wrist jerks active; knee jerks very active; eyes negative.	None.
2642	G. M.	Not stated	B.	Epigastric?	Feeble-minded	Lungs and heart negative; urine negative; knee jerks plus right more than left; eyes negative.	Very slight left hemiplegia.

TABLE No. 2 — (Continued).

Consecutive number.	Type of seizures.	Frequency of seizures.	Nocturnal diurnal.	Aura.	Mental status.	Physical examination.	Paralysis.
2643	G. M.	Daily	B.	None	Idiot	Fairly well nourished; skin of face bronie rash; mouth foul; heart and lungs negative; wrist jerks sluggish; knee jerks plus. Extropia.	Left hemiplegia.
2644	G. M.	Often than once a month	D.	None	Good	Undernourished but well nourished; heart, lungs and urine negative; reflexes normal; eyes negative.	None.
2645	P. M.	Frequently several a day.	B.	None	Idiot	Frail frame; fairly well nourished; heart lungs and urine negative; microcephalic; reflexes active; eyes negative.	None.
2646	G. M.	Four to six a week.	B.	None	Feeble-minded	Lungs negative; heart apparently enlarged; pulse 120; urine hyaline casts, cylindroids; reflexes active; eyes negative.	None.
2647	G. M.	Two a month	D.	Psychic	Good	Lungs and heart negative; urine cylindroids; wrist jerks plus on left, active on right; knee jerks active on left, sluggish on right; eyes negative.	Slight left hemiplegia; little wasting of muscles.
2648	G. M.	Two to five per month	B.	None	Demented	Angular build; very deaf; systolic murmur at apex; atheroma; reflexes and eyes negative.	None.
2649	G. M., P. M.	Monthly	B.	Motor	Fair	Well nourished; fine subpericardial rales, base right axilla; heavy trace albumin in urine; reflexes plus left side; Babinski left; eyes negative.	None.
2650	G. M.	Two a week to two a day.	B.	Epigastric	Imbecile	Well nourished; chicken-breasted; lungs negative; heart not enlarged; second sound short and sharp; circulation poor; pulse weak; urine, indurated, few cylindroids and leucocytes; wrist jerks active on right, plus on left; knee jerks active; eyes negative; gait, swaying; some static ataxia.	Slight right hemiplegia.
2651	G. M.	One every two, three or four weeks.	B.	Weakness and stinging sensations	Dement	Well nourished; second sound accentuated; first sound roughened; reflexes normal; eyes hyperopia.	None.

2652	G. M.	One in three to six weeks.	N.	None.	Fair.	Well nourished; broncho-vesicular breathing; few rales; right apex dullness; moderate amount of sound sharp and loud; systolic murmur at apex transmitted into axilla (mitral regurg); urine; many cylindroids and casts; reflexes plus. Arcus senilis, hypermetropia.	None.
2653	G. M.	Once in two months.	N.	Unknown.	Feeble-minded	Rather poorly nourished; heart, lungs and urine negative; wrist jerks slight; knee jerks active; eyes normal.	None.
2654	G. M.	Four to five daily.	B.	?	Congenital idiot.	Well nourished; undernourished; heart slightly irregular in rate; lungs negative; left knee jerks plus, left bubinski; right half right iris destroyed by obstetrical forceps.	Partial paralysis.
2655	G. M.	Six seizures once in two weeks.	B.	None.	Good.	Quite well nourished; harsh vesicular breathing; breathing over the right apex; heart negative; one bysline cast; knee jerks negative; wrist jerks slight; wears glasses (astigmatism); rapid wrinkling; pain in eyes.	None.
2656	G. M., P. M.	Daily.	B.	None.	Somewhat demented.	Poorly nourished; infremities; broncho-vesicular breathing, crepitant rales and slight dullness over right apex; (incipient tuberculosis); heart enlarged; second sound sharp; pulse 100, high tension; wrist jerks moderate; knee jerks slight on left; eyes negative.	Infantile paralysis shortening right leg; wasting all muscles; contraction; thalitis portalis (anterior poliomyelitis).
2657	P. M.	One to two a month.	B.	Epigastric.	Feeble-minded	Well nourished, very heavy; lungs and heart negative; wrist joints not obtained on left, right moderate; knee jerks both active; eyes negative.	None.
2658	G. M., P. M.	One a month.	B.	Rainbow vision in right eye and conjunctiva injected.	Feeble-minded	Poorly nourished; lungs and heart normal; cylindroids in urine; reflexes plus on right; eyes negative.	Partial right spastic hemiplegia following injury to frontal bone (left).
2659	G. M., P. M.	One in three or four weeks.	B.	Headache one hour before attack.	Good.	Fairly well nourished. Increased fremitus; roughened broncho-vesicular breathing over the right apex; heart negative; urine; indican and cylindroids; wrist jerks slight; knee jerks active; eyes negative.	None.

TABLE No. 2 — (Continued).

Consecutive number.	Type of seizure.	Frequency of seizure.	Nocturnal diurnal.	Aura.	Mental status.	Physical examination.	Paralysis.
2600	G. M.	One to three a week.	B.	None	Fair.	Fairly nourished; slight dullness; increased fremitus; broncho-vesicular breathing over the right apex; knee jerks active; most on the right; eyes: arcus senilis; slight hypermetropia.	None.
2601	G. M., P. M.	Three a week to four a day	?	Epigastric pain in leg.	Feeble-minded.	Well nourished negro. Scoliosis; second pulmonary accentuated; lungs and urine negative; knee jerks plus; eyes negative.	Right hemiplegia.
2602	P. M., G. M.	Three to five monthly	B.	Fullness in head; faintness in abdomen.	Fair.	Well nourished; hernia in abdominal scar; second pulmonary sound, plus; lungs negative; reflexes diminished; arcus senilis.	None.
2603	P. M.	One a week.	B.	None.	Imbecile.	Well nourished; reflexes plus; eyes negative; heart, lungs and urine negative.	None.
2604	G. M., P. M.	Three to four a day to two a week.	B.	None.	Imbecile.	Well nourished; heart, lungs and urine negative; reflexes and eyes negative.	None.
2605	G. M.	Nearly every night.	N.	?	Congenital idiot.	Well nourished; heart and lungs negative; reflexes normal; eyes negative.	None.
2606	G. M., P. M.	Five to twelve daily.	B.	Mental state such that aura cannot be determined.	Imbecile.	Fairly well nourished; harsh broncho-vesicular breathing over right apex; second sound short and sharp; urine: nucleo albumin; indican; reflexes active; eyes negative.	None.
2607	G. M.	Nearly one a day.	B.	None.	Fair.	Well nourished; history of abscess over left hip; lungs and heart negative; trace of albumin; knee jerks normal; contracted field of vision in left eye; occasional diplopia.	None.
2608	G. M., P. M.	One in two weeks to three a day.	D.	Muscular jerks.	Fair.	Well nourished second pulmonary accentuated; heart is irregular in rate; lungs and urine negative; right knee jerks exaggerated; arcus senilis.	Right hemiplegia.

2669	G. M.	One a week to one in two months.	D.	Pain in head and eyes— mus.	Low grade dementia.	None.	Well nourished; systolic murmur and oedema of legs; lungs negative; reflexes normal; arcus senilis.
2670	G. M., P. M.	One a week.	D.	None.	Feeble-minded.	None.	Well nourished; genu varum rough vesicular breathing right apex; heart negative; urine: cylindrical; wrist jerks moderate; knee jerks active; eyes negative.
2671	G. M.	One a week.	D.	None.	Feeble-minded.	None.	Fairly well nourished; rounding forward of dorsal spine; lumbar curve; chest flat, long and narrow; roughened vesicular breathing right apex; heart negative; urine: indican, concentrated; reflexes: wrist jerks slight; knee jerks absent; eyes: pupils dilated, react slow to light, not to accommodation; blind; marked coarse tremor of hands (left), arm accompanied by loss of function.
2672	P. M., Psy.	Two to five weekly.	D.	Disinness and choking.	Feeble-minded.	None.	Well nourished; faint murmur apex after first sound; lungs and urine negative; reflexes normal; eyes negative.
2673	G. M., P. M.	Series four to six daily for one week, then one a month.	B.	Epigastric faintness.	Slight dementia.	None.	Very poor general physical condition; heart sound, feeble; lungs and urine negative; knee jerks negative; eyes: arcus senilis (probably op.).
2674	G. M.	Two to three series of three weeks to three months.	D.	None.	Somewhat feeble-minded.	None.	Well nourished; large otosclerosis under right scapula from body of spine to body of trapezius; L. inc. from, sonorous inspiration; occasional sibilant rales; urine: albumin and leucocytes; reflexes: wrist jerks slight; knee jerks reinforcement necessary to obtain plus; eyes: unsteady eyeballs when looking to the extreme right or left.
2675	G. M.	One a week to three a day to five to twenty-five daily.	B.	None.	Feeble-minded.	None.	Undernourished; poorly nourished; chest small, long, narrow and acute costal angle; slight d lines; inc. vocal fremitus; loud harsh breathing over both apices anteriorly; broncho-vesicular on left; vesicular on right; shallow, mixed, respirations; no cough; heart slightly enlarged to right; second sound sharp; p. lse 84, soft and weak; wrist jerks slight; knee jerks fairly active; re-enforcement necessary; eyes negative.
2676	G. M., P. M.	One a week.	B.	None.	Good.	None.	Varicose veins; tibial crest rough; cervic. glands enlarged; mitral insufficiency; chronic endomet.; sign of preg.; reflexes slight; eyes negative; arcus senilis.

TABLE No. 2 — (Continued).

Consecutive number.	Type of seizure.	Frequency of seizure.	Nocturnal duration.	Aura.	Mental status.	Physical examination.	Paralysis.
2677	G. M.	Every three to four days.	B.	None.	Feeble-minded.	Well nourished; deaf and dumb; lungs negative; heart sounds muffled; pulse 85; slight atherosclerosis of arteries; no murmurs; urine: indican, hyaline and gran. casts; no albumin; wrist jerks slight; knee jerks active with re-enforcement, otherwise not obtained; eyes negative.	None.
2678	G. M., P. M.	One a week to one a month.	B.	Dizziness; epigastric.	Imbecile.	Very obese; thyroid plus; lungs, heart and urine negative; reflexes plus; eyes negative.	None.
2679	G. M.	One to eight daily.	B.	None.	Feeble-minded.	Well nourished; lungs negative; heart negative, except skip every six to seven beats occasionally; urine: indican, cylindroids; reflexes not obtained on account of no exaggeration; eyes negative.	None.
2680	G. M.	Two to three daily.	B.	None.	Low grade imbecile.	Well nourished; decreased resonance; bronchovesicular breathing; crepitant rales over right apex; heart sounds faint; pulse 96; small, soft and weak; urine: hyaline casts, cylindroids, and erythrocytes; wrist jerks slight; knee jerks very slight right side; more active on left; eyes: beginning atresia senilis.	None.
2681	J. L.	Two to three a week.	D.	Numbness in left arm.	Good.	Well nourished; blowing murmur (systolic) best heard over aortic area; lungs and urine negative; reflexes plus; wore glasses four years.	None.
2682	G. M., P. M.	Five to ten each menstruation period.	B.	Diplopia objects get smaller.	Good.	Promide acne; palate dome-shaped; varicose veins; dyspepsia; tremor of tongue and eyelids; constipated; reflexes and eyes negative.	None.
2683	G. M.	One in fourteen days.	B.	Headache; dizziness.	Imbecile.	Ears asymmetrical; moderate acne; scarlet hemi-angiomata; varicose veins; gastric indigestion; reflexes and eyes negative.	None.
2684	G. M.	One a day.	B.	Dizziness.	Imbecile.	Left face hemiatrophy; high left arched palate; presystolic and systolic murmur; dental caries; atresia of left hand; reflexes: plus, especially left side, left babiniski; eyes negative; left partial paralysis.	None.

2685	G. M.	One to two a week.	D.	Globus hyst; ringing in both ears; black speck before eyes.	Feeble-minded	Bronchic acne; post cervical glands plus; slight lateral nystag; temp. field of vision in left eye much restricted; external hemorrhoids; albumin in urine.	None.
2686	G. M.	Every three to four weeks.	N.	None.	Good	Well nourished; obese; moderate bromide acne; varicose ulcer and operative scars on both legs; lungs negative; heart hypertrophied; sounds weak and muffled; no murmur; pulse 88, small and weak and irregular; marked cyanosis of extremities; urine: hyaline and granular casts; knee jerks moderate; wrist jerks active; beginning arcus senilis.	None.
2687	G. M.	Two a week to one to two daily	N.	None.	Low grade epileptic, demented, homicidal and suicide.	Quite well nourished; deformed ears and palate; talipes planus; lungs negative; heart hypertrophied; second sound sharp and loud, short sharp mitral systolic murmur (prob. regurg.); indurated hyaline and granular casts; reflexes active; marked arcus senilis; some astigmatism.	None.
2688	G. M.	Seven to ten daily	B.	Dizzy feeling in head.	Fair	Fairly well nourished; undersized; skin brown and covered with moles; leg and ankles thick and puffy, no pitting on pressure; talipes planus; heels prominent; marked genu varum; wrist jerks slight; knee jerks moderate; eyes negative.	None.
2689	G. M., Oc., P. M.	One a month.	B.	Queer feeling in feet and head; sparks before eyes	Fairly good	Well nourished, muscular; lungs; emphysema, impaired resonance; broncho-vesicular breathing, plus fremitus; few sibilant rales; expirations prolonged; heart: enlarged, apex beat in sixth inter-space; presystolic and systolic mitral murmur, pulse good; urine: few hyaline and granular casts; slight arcus senilis; reflexes active.	None.
2690	G. M.	Every day	B.	None.		Fairly nourished; undersized; lungs; plus, tactile and vocal fremitus slightly dull and broncho-vesicular breathing with expirations prolonged at right apex; inapparent tubercles; heart negative; urine indurated; knee jerks active; wrist jerks slight; eyes negative.	None.
2691	P. M., Occ., G. M.	Two to four a day	B.	None.	Fair.	Well nourished; heart and lungs negative; first sound weak and pulmonary, second sound accentuated; wrist jerks moderate; knee jerks very active; eyes negative.	None.

TABLE No. 2 — (Continued).

Consecutive number.	Type of seizure.	Frequency of seizures.	Nocturnal discharges.	Aura.	Mental status.	Physical examination.	Paralysis.
2892	P. M.	Two to four a week to several a day.	B.	Nervous fright going from stomach to neck.	Fair.	Poorly nourished; face asymmetrical; glandular hypertrophy right; dental caries; dyspepsia, hemorrhoids; reflexes very active; eyes negative.	None.
2893	G. M.	Daily and nightly.	B.	None.	Idiot.	Microcephalic; divergent slight strabismus; dermatographia marked.	Slight spastic paraplegia.
2894	G. M.	Two to three a week to two a day.	B.	None.	Good.	Lymphatic glands slightly plus; acute rhinitis; syphilitic murmur most pronounced over the pulmonic area; sup. reflexes active, deep not obtained; pupils dilated, optic atrophy.	None.
2895	G. M., P. M.	Three a week.	B.	Prob. none.	M. grade imbecile.	Poorly nourished; dwarfed; typical facies and posture of Pott's disease; marked scoliosis and rigidity of third fourth and fifth lumbar vertebrae; cannot straighten knee joints while standing; genu varum marked; rachitic rosary of chest; urine indican; wrist jerks moderate; knee jerks active right, not obtained left; eyes negative.	None.
2896	G. M., P. M.	Daily.	B.	Patient uneasy, restless jerky whining before eyes.	Demented.	Obese, flabby, acne rosacea squamous eczema; varicose veins; oedema of legs; tibial crests roughened; hearing impaired; tactile sense impaired; reflexes deep and sup. slight; prehypoc lateral nystag; arcus senilis.	None.
2897	P. M.	Daily.	B.	?	Low grade imbecile.	Fairly well nourished; heart irregular in rate; lungs and urine negative; knee jerks plus; eyes negative.	None.
2898	G. M.	One in ten to eleven weeks.	B.	Flicking feeling from stomach and legs into head.	Good.	Well nourished; muscular; urine contains indican; wrist jerks moderate; knee jerks active; eyes negative.	None.

2699	P. M.	Two to three in forty-eight hours.	N.	None.	Imbecile.	Under-sized; ears malformed; old fracture of right clavicle; thyroid plus; syst. pulm. murmur; abdomen tympanitic; hyaline casts; tremor of eyelids and lower lip; reflexes active; near sighted; color blind (?)	None.
2700	G. M.	Several daily	B.	Prob. none.	Quite feeble-minded.	Well nourished; head large and round, temples bulging; heart and lungs negative; arcus constantly while being examined; urine negative; knee jerks active; wrist jerks slight; eyes negative.	None.
2701	G. M.	One in three weeks	D.	Apparently none.	Low grade idiot.	Well nourished; slight bronchitis; heart plus; second sound accentuated; no murmur, pulse 120, irregular and low tension; circulation fair; urine contains indican, hyaline casts; wrist jerks slight; knee jerks not obtained; slight nystagmus.	None.
2702	G. M.	One in two months		None apparent.	M. G. idiot.	Under-sized but well nourished; many stigmata; spasmodic contractions of face; pigeon breast; lungs and heart negative; urine contains indican and leucocytes; wrist jerks moderate; knee jerks plus, right slightly more than left; slight arcus senilis; marked right ext. strabismus, nystagmus. Poorly developed muscular system; heart and lungs negative; continued nervous movements of upper extremities; knee jerks sluggish, pupils sluggish; ptosis of right eye.	None.
2703	G. M.	Infrequent.	B.	None.	Low grade idiot.	Physique well developed; heart and lungs negative; some salivation; reflexes very sluggish, eyes negative.	None.
2704	G. M.	Infrequent.	N.	None.	Idiot.	Under-sized; palate dome-shaped; glandular hyperplasia; eyes functionally destroyed; reflexes plus; superficial slight; cornea opaque; nystagmus left and staphyloma.	None.
2705	G. M.	One in two months.	D.	?		Fairly nourished; but rather thin; upper teeth protrude; sup. veins pro.; lungs negative; heart slightly plus; loud blowing, apical sys. murmur; urine negative; wrist jerks moderate; knee jerks active; negative; slight nystag.	None.
2706	G. M.	Two to three a week.	B.	Meanness in head.	Fair.	Kyphosis in thoracic reg.; ears asymmetrical; talipes planus and valgus; reflexes very active; eyes negative.	None.
2707	G. M.	One in two to three weeks.	B.	None ascertained.	Idiot.	Teeth irregular; tonsils enlarged; polyuria; excellent health; knee jerks and eyes negative.	None.
2708	G. M., P. M.	One in three weeks.	D.	Sees many people; some times diamonds.	Good.	Nutrition only fair; comedones on nose; tremor of eyelids; ears are malformed, acute; reflexes very slight; slight blepharitis, photophobia, vision restricted, occasional diplopia.	None.
2709	P. M.	Very often.	D.	Disinnes, white smoke before eyes.	Good.		None.

TABLE No. 2 — (Continued).

Consecutive number.	Type of seizures	Frequency of seizures.	Nocturnal diurnal.	Aura.	Mental status.	Physical examination.	Paralysis.
2710	G. M.	One to two a day.	D.	None of late.	Good.	Well nourished; head large and round; lungs and heart negative; face flat, temples bulging; eye sockets shallow; Mongolian type; wrist jerks slight; knee jerks moderate; eyes negative.	None.
2711	G. M.	One in two weeks.	D.	None.	Fair.	Well nourished but rather thin; scar of appendectomy; lungs and heart negative; respirations shallow; pulse 88, high tension; irregular; tobacco heart; few hyaline casts; reflexes very active; marked myopia; wears heavy concave lenses.	None.
2712	G. M.	One a month.	N.	None.	H. G. imbecile.	Fairly nourished; some senile changes; head asymmetrical; ill-shaped; chicken breast; discoloration over tibial crests; lungs slight hyper-resonance, expiratory murmur; heart regular; marked arterio sclerosis; indican in urine; wrist jerks moderate; knee jerks active; plus; arcus senilis; vision poor; wears weak convex glasses.	None.
2713	G. M., P. M. ?	Ten to fifteen daily.	B.	Sense of impending blow from behind, followed by dizziness.	Quite feeble-minded.	Well nourished; micro cephalic, ill-formed; forehead receding and superficial ridges prominent; chicken breast; talipes plantar marked; lungs and heart negative; pulse 56; circulation fair; wrist jerks active; knee jerks plus and moderate; eyes nystag. in looking to extreme right and left.	None.
2714	P. M., Occ., G. M.	One to two a week.	D.	Things look funny.	Good.	Poorly nourished; quite thin; ears large; head large and deformed; chest is flat and sternum depressed; epigastrium protuberant; talipes plantar, lungs and heart negative; wrist jerks moderate; knee jerks very active; eyes negative.	None.
2715	G. M.	One to three weeks.	D.	None.	Good.	Well nourished; lordosis; talipes plantar; skin covered with bronitic rash; small bristles on leg; roughened inspiratory sound over left apex; heart negative; slight arterio sclerosis; active reflexes; eyes negative.	None.

2716	G. M., P. M.	Four a day to four a week.	B.	Choking sensation	Feeble-minded	Fairly well nourished; chronic bronchitis; heart negative; urine negative; reflexes active; eyes nystag, and arcus senilis.	None.
2717	G. M., P. M.	Ten to thirteen every five months.	B.	Nervousness	Fair	Fairly well nourished; incipient tuberculosis; second aortic sound accentuated; reflexes normal; wears convex glasses.	None.
2718	G. M.	Three to four a week serial convulsions.	B.	Mouth twitches; heart throbs and feels weak.	Feeble-minded	Obese; lungs, heart and urine negative; reflexes active; arcus senilis; lateral nystagmus.	Left hemiplegia.
2719	G. M.	One in three weeks.	B.	Dizziness from stomach to head accompanied by formation of extremities.	Fair	Well nourished; muscular; increased slight fremitus at right apex; heart not enlarged; apex beat strong, slightly localized; second pulmonary sound plus; short, rough, presystolic murmur at apex only; circulation is fairly good; urine negative; wrist jerks moderate; knee jerks very active; eyes negative.	None.
2720	G. M.	Three a week.	B.	Epigastric.	Good	Well nourished; muscular; mitral systolic murmur; lungs negative; urine indurated; reflexes active; eyes normal.	None.
2721	G. M.	Two a month.	B.	Epigastric.	Good	Well nourished; lungs negative; accentuation of second aortic; urine negative; reflexes slight; myopia.	None.
2722	G. M., P. M.	One to three a week.	B.	Left eye rolls and cramps in legs.	Good	Muscular; well nourished; precordial pain preceding seizures; presystolic murmur at apex; elbow and wrist jerks active; eyes negative; slight paralysis in left arm; deviation of the tongue to right; asterozoons left hand; dynamometer, right 130; left, 65.	
2723	G. M.	One a month.	D.	None	Fair	Well nourished and muscular; tattoo on arms; lungs slight vocal fremitus plus; loud vesicular breathing and subcrepitant rales over the right apex near sternum; distant breathing over left apex; hyaline and gran. casts; knee jerks moderate; myopic.	None.
2724	P. M.	One a week.	N.	None	Fair	Fairly well nourished; deaf-mute; slight oedema of both legs; double herniotomy scar; old fracture of right femur with shortening; second sound is plus; reflexes active; eyes negative.	None.
2725	P. M.	One a day.	B.	Faintness	Epileptic; demented.	Fairly nourished; urine, heart and lungs negative; reflexes diminished; wears convex glasses.	None.

TABLE No. 2 — (Continued).

Consecutive number.	Type of seizure.	Frequency of seizures.	Nocturnal diurnal.	Aura.	Mental status.	Physical examination.	Paralysis.
2726	P. M., P. M.	One to two a day to none in five to six months.	B.	Distresses and sensation of weakness.	Epileptic; demented.	Poorly nourished; heart, lungs and urine negative; reflexes plus; eyes negative.	None.
2727	G. M., P. M.	Eight to forty a month.	B.	?	Epileptic; imbecile.	Well nourished; heart, lungs and urine negative; reflexes normal; eyes negative.	None.
2728	G. M.	One every two to three weeks.	B.	None.	Dementia.	Fairly well nourished; systolic murmur at ensiform; lungs negative; fractured fem., with shortening; reflexes active; eyes negative.	None.
2729	G. M.	Two to three a week at times.	B.	Epigastric, nausea; eructation of gas.	Fair.	Fairly nourished; round-shouldered; none, face, neck and shoulders; lungs negative; heart slight irregularity urine negative; knee jerks markedly plus; elbow and wrist jerks slight, eyes negative.	None.
2730	G. M., P. M.	Six since onset.	D.	None.	Good.	Poorly nourished; lungs; dullness of left apex; heart negative; tonsils plus; reflexes active; blind.	None.
2731	G. M.	One to fifteen weekly.	B.	None.	Good.	Fairly nourished; ears large; hands and feet large; talipes planus; lungs and heart negative; wrist jerks moderate; knee jerks active; slight internal strabismus; vision impaired, right eye.	None.
2732	P. M.	Nightly for two weeks before admission; was free for two years.	B.	Distresses in head.	Fair.	Fairly well nourished; underraised; genital organs large; phimosis; talipes planus; lungs prolonged expiration over rt. apex; heart apex beat best seen and felt in the fourth interspace within nipple line; first sound rough; presystolic thrill, apical murmur; second sound accentuated; pulse, 119; cyanotic; wrist jerks slight in left; not obtained on right; knee jerks moderate; eyes cystic on looking to the extreme right and left, otherwise negative.	None.
2733	G. M., P. M.	One to ten a week.	B.	Things look strange.	Feeble-minded.	Well nourished; some evidence of hereditary syphilis; thyroid plus; heart irregular rate; tonsils plus; reflexes active; eyes; vision impaired; double partial ptosis; congenital deformity and partial paralysis of left hand and forearm.	None.

2734	G. M.	One to three a day to none for a week or so.	B.?	Feeble-minded	Fairly well nourished; chronic rheumatism; hemiplegia; heart and lungs negative; casts and granules in urine; reflexes active; right ankle clonus; impaired vision; anterior and posterior adhesions of iris.	Right hemiplegia.
2735	G. M.	One to five daily	B.	Fair	Well nourished; neurotic; albumin; one gran. cast; heart and lungs negative; reflexes ph. s; eyes negative; active.	Right hemiplegia.
2736	P. M.	One to five daily	B.	Fair	Fairly nourished; heart, lungs and urine negative; reflexes slight; eyes negative.	None.
2737	Pay.	One to two daily	B.	Dementia	Poorly nourished; dullness and moist scales over right apex; insidious tip p. lesion; reflexes elbow slight; knee jerks very slight; pupils react slow; vision defective.	None.
2738	G. M., P. M., Pay.	One in ten days	B.	Dementia	Fairly nourished; cough; lungs negative; heart normal; eyes negative; urine negative; reflexes active; eyes negative.	None.
2739	G. M.	One in eight to twenty-one days	D.	Good	Well nourished; fractured nose; burn scar left buttock; heart negative; few moist scales at end of prolonged expiration; reflexes active; defective vision.	None.
2740	G. M.	Two to three a week	B.	Fair	Complete physical examination not made as the patient left the Colony.	None.
2741	G. M.	Daily	B.	Feeble-minded	Fairly well nourished; constant motion; tonsils large; rough sounds over both apices; heart negative; reflexes active; internal strab; pupils react slowly; nystagmus.	None.
2742	P. M.	One to three G. M. seizures almost nightly one to three P. M. seizures almost daily; always one P. M. and one G. M. daily	B.	Good	Well nourished; chest flat; increased fremitus and dull; loud bronchial breathing right apex; crep. rales left Apex, Ant. and post.; crep. and s' b. crep. rales over right upper lobe, opposite for ribs and fifth ribs, dorsal in front and behind; heart not enlarged; soft, blowing systolic murmur second interspace transmitted far into axilla; wrist jerks moderate; knee jerks active; eyes negative to ext. exam.; wore glasses for one year for the past twelve months; no glasses.	None.

TABLE No. 2 — (Continued).

Consecutive number.	Type of seizures.	Frequency of seizures.	Nocturnal diurnal.	Aura.	Mental status.	Physical examination.	Paralysis.
2743	G. M.	One a week.	B.	None	Feeble-minded	Fairly well nourished; skin mottled and brown pig.; lungs show increased vocal fremitus at both apices; bronchial breathing prolonged, high pitched expiration; many crepitant rales at left apex and axilla; over upper lobe post; heart negative, except slight systolic murmur; second inter-space; trace indurac; knee jerks active; wrist jerks moderate; eyes: patient states that thirty-two operations have been done on eyes.	None.
2744	G. M., P. M.	Very seldom.	B.	Exists but not described.	Feeble-minded.	Fairly nourished; heart normal; lungs negative; all reflexes active; eyes negative.	None.
2745	G. M.	Two weeks to two months.	N.	None	Fair; somewhat demerit.	Very small; somewhat thin; fairly nourished; imp. resonance; plus fremitus; rough bronchial vesicular breathing at both apices; crepitant and sub-crepitant rales; heart negative; urine: hyaline, gran., and fatty casts; knee jerks active; eyes negative.	None.
2746	G. M.	At first every three weeks.	B.	None	Fair	Heart normal; bronchial breathing over the left apex; reflexes active; eyes normal.	None.
2747	G. M.	Sometimes three to four a week.	N.	None	Feeble-minded	Lungs normal; reflexes active; eyes normal.	None.
2748	No history of epilepsy				Low grade imbecile.	Well nourished; muscular; mitral regurg.; albumin in urine; habit spasms; reflexes; plus; blephor. spasm of eyelid.	Partial paralysis right side.
2749	Psy., G. M.	Two to three daily just before menstruation period	B.	None	Dementin.	Well nourished; mitral regurg.; urine and lungs negative; reflexes diminished; blephor-spasm.	None.
2750	G. M.	One every two or three weeks.	N.	None	Fair	Well nourished; urine and lungs negative; reflexes active; wears glasses.	None.
2751	G. M.	One every three or four weeks.	B.	None	Low grade imbecile.	Well nourished; systolic murmur; lungs negative; reflexes plus; eyes negative.	None.

2752	G. M.	Every two weeks	N.	None	Imbecile	Well nourished; muscular; heart accentuation of second sound at apex; moist rales at left apex; indurated; pupils react slowly; necks on both sides.	None.
2753	G. M.	One every two to three weeks	B.	None	Low grade imbecile	Well nourished; heart normal; lungs no adventitious sounds; reflexes sluggish; eyes normal.	None.
2754	P. M.	Two to three monthly	B.	Apathia	Fair	Fairly nourished; muscular; heart negative, except for roughened second sound at aortic interspace; lungs: broncho-vesicular breathing over right apex; wrist jerks slight; patella active; eyes normal.	None.
2755	G. M.	No seizures for year ending March, 1909	D.	Head turns to right and all objects appear blurred	Good	Well nourished; increased breath sounds; broncho-vesicular breathing over right apex; reflexes active; eyes normal.	None.
2756	G. M.	Four a month	B.	Epigastric	Imbecile	Well nourished; heart and lungs and urine negative; reflexes active; eyes normal.	None.
2757	G. M.	One every ten days	D.	?	Congenital idiot	Well nourished; heart and lungs negative; pterygi; pupils are sluggish to light; reflexes active.	None.
2758	G. M.	One every two weeks	B.	?	Congenital idiot	Well nourished; lungs negative; heart sounds indistinct; reflexes active; eyes negative.	None.
2759	G. M.	One to two monthly	B.	?	Epileptic dementia	Well nourished; obese; breath-sounds over post; left lung loud and expirations prolonged; second sound plus; wrist jerks slight; knee jerks active; ptoxis; blepharitis and conjunctivitis.	None.
2760	G. M.	One a month	N.	None	Idiot	Well nourished; does not speak; malformed chest; heart sounds indistinct; lungs negative; reflexes active; eyes marginal blepharitis; arcus senilis; small vision?	Left hemiplegia.
2761	G. M.		B.		Good	Complete examination was not made as the patient eloped a short time after admission.	None.
2762	P. M.	Daily	B.	None	Good	Well nourished; muscular; increased breath sounds right apex; heart negative; abdomen negative; reflexes active; pupils small and react normally; vision normal.	None.
2763	G. M.	From one every twelve days to every six days	D.	Inconstant vertigo precedes seizures about one minute	Good	Well nourished; heart and lungs negative; abdomen negative; urine negative; reflexes; knee jerks active; wrist jerks slight; eyes; pupils react normally; vision good; wore glasses for three months, probably for astigmatism.	None.

TABLE No. 2 — (Continued).

Consecutive number.	Type of seizure.	Frequency of seizure.	Nocturnal diurnal.	Aura.	Mental status.	Physical examination.	Paralysis.
2764	G. M.	Every three days.	D.	None.	Demented.	Well nourished; muscular; asymmetry of face; brown scars on trunk; increased breathing sounds over right apex; roughened second sound at apex; wrist jerks active; knee jerks slight; eyes; pupils are normal and react to light; beginning arcus senilis.	None.
2765	G. M.	Every one or two months.	N.	Dizziness; head feels heavy.	Good.	Well nourished and muscular; cardiac dullness plus; increased breath sounds over right apex; knee jerks slight; wrist jerks absent; vision fair.	None.
2766		One every four weeks.			Dementia.	Very obese; bronchovesicular breathing over left apex; nasal septum elongated; heart roughened second sound; active reflexes; double Babinski; pupillary fissure smaller than lab; pupils react slowly.	None.
2767	G. M.	At least two daily.	B.	None.	Feeble-minded.	Poor physique; prolonged expiration over both apices; heart and urine negative; knee jerks absent; eyes negative.	None.
2768	G. M., P. M., Pay.	One to eight daily, every few weeks.	B.	Epigastric.	Feeble-minded.	Well nourished; changes in right apex; tricuspid regurgitation; albumin and casts in urine; knee jerks normal; blephor spasm.	None.
2769	G. M., P. M.	Every one to three weeks.	B.	Things look and feel strange.	Feeble-minded.	Well nourished; gran. cast; heart and lungs negative; reflexes normal; has worn glasses.	None.
2770	G. M.	One to two daily for one week, then none for six or eight days.	B.	Sensation of being in cloud; dizzy and other times epigastric.	Fair.	Mitral regurgitation; lungs and urine negative; knee jerks active; wrist jerks moderate; eyes negative.	None.
2771	G. M.	One every two weeks.	D.	None.	Imbecile.	Fairly well nourished; heart negative; lungs; moist rales at both apices; urine; gran. casts; wrist jerks absent; knee jerks slight; eyes negative.	None.
2772	G. M.	One every two days.	D.	None.	Microcephalic idiot.	Well nourished, tending toward obesity; heart accentuated second sound; increasing bronchovesicular breathing; reflexes plus; strabismus; lateral nystagmus.	Diplegia.

2773	P. M.	Once yearly.	N.	None.	Idiot.	None.	Poorly nourished; umbilical hernia, and indurated scrotum; heart in situ; lungs friction sounds; both apices; knee jerks active; pupils react normally.	None.
2774	G. M.	Series of three to 100 at intervals of two to six weeks.	B.	Epigastric and vertigo.	Feeble-minded; somewhat demented.	None.	Fairly well nourished; impaired resonance over both apices, right base; increased fremitus; bronchial breathing at both apices; abundant and mucous rales; heart negative (incipient tuberculous); wrist jerks moderate; knee jerks active; eyes negative.	None.
2775	G. M., P. M.	One in two days to two to three a day.		Epigastric (occasionally)	Feeble-minded, somewhat demented.	None.	Fairly well nourished; early senile changes; dullness; increased fremitus; harsh bronchial-vascular breathing and many subcrepitant rales at right apex and right lobe; incipient tuberculous; heart sounds faint; no murmur; urine cylindroids; reflexes; wrist: right active, left sluggish; knee jerks moderate; eyes arcus senilis; small conjunctival scar near cornea; vision good; pupils react normally.	Right infantile hemiplegia; wasting and contractures of arm especially shortened.
2776	G. M.	One a week except when on bromides.	B.	Indescribable feeling; all objects appear queer.	Feeble-minded.	None.	Well nourished; friction sounds left base; bronchial breathing; heart negative; reflexes active; eyes negative.	None.
2777	G. M.	Several daily.	B.	Epigastric.	Fair.	None.	Muscular; well nourished, roughened second sound at apex; increased breathing sounds over left apex; reflexes active; nystagmus.	None.
2778	G. M.	Every two weeks.	B.	None.	Demented.	None.	Well nourished; heart, lungs and urine negative; reflexes diminished; pterygium.	None.
2779	G. M., P. M.	Every night.	N.	None.	Fair.	None.	Well nourished; urine alkaline; one pigmented cast; heart and lungs negative; left knee jerks more active than right; eyes negative.	None.
2780	G. M.	One to two a month.	B.		Good.	None.	Fairly well nourished; lungs show impaired resonance; broncho-vesicular breathing at right apex; rough vesicular breathing at left; crepitant rales at both apices; mucous rales at right apex; fair y active tuberculous; heart negative; expectorant accentuations; urine negative; wrist jerks moderate; knee jerks active; left eye artificial; right eye cataract, with artificial pupil; indolence in superior quadrant; vision poor, cannot count fingers.	None.

TABLE No. 2 — (Continued).

Consecutive number.	Type of seizures.	Frequency of seizures.	Nocturnal diurnal.	Aura.	Mental status.	Physical examination.	Paralysis.
2781	G. M.	Four a week.	N.	None.	Dementia.	Fairly well nourished; urine, heart and lungs negative; knee jerks diminished; wears glasses.	None.
2782	G. M.	One to three a week.	B.	Fear and turning of all objects.	Good.	Poorly nourished; bronchial breathing both apices; heart irregular; pale and anaemic; reflexes slight; slight exophthalmus; pupils react normally; vision normal.	None.
2783	G. M.	Two to three weeks or oftener.	B.	Numbness of left hand.	Good.	Fairly well nourished; faint systolic apex murmur and occasional double beat; simple goitre; knee jerks and wrist jerks slight; double internal strabismus.	None.
2784	P. M.	Four during past two years.	D.	Disinnes.	Fair.	Vision poor; heart negative; bronchial breathing over left apex and left base; knee jerks O. K.; eyes negative.	None.
2785	G. M.	None for six months.	B.	Aphasia.	Good.	Fairly well nourished; broncho-vesicular breathing and dullness over right apex; heart negative; reflexes fairly active; eyes negative.	None.
2786	G. M.	One a day at times.	B.	None.	Imbecile.	Lungs negative; heart irregular; skips a beat every sixth or eighth; no murmurs; well nourished; urine negative; knee jerks active; wrist sluggish; eyes negative.	None.
2787	G. M.	Several a week.	D.	Disinnes and photophobia.	Good.	Poorly nourished; tonsils enlarged; increased breath sounds; heart negative; trace of albumin; reflexes active; eyes negative.	None.
2788	Psy.	One a week.	D.	Epigastric.	Dementia.	Well nourished; myoclonic-like movements; lungs negative; accentuation of second aortic sound; reflexes active; eyes negative.	None.
2789	G. M.	Three a week.	B.	Peculiar indescribable feeling over body; objects blurred, then falls.	Dementia.	Well nourished; obese; lungs increased resonance; breath sounds; blowing systolic murmur at apex; sclerosis of radial arteries; urine; heavy precipitate of sugar by Fehling's test; reflexes fairly active; respiration defective.	None.
2790	Psy.	Six months to two a week.	D.	Headache.	Good.	Fairly well nourished; lungs, heart and urine negative; eyes and reflexes normal.	None.

2791	G. M.	D.	One to two a week.	None.	Good.	Well nourished; heart and lungs negative; knee jerks normal; eyes normal.	None.
2792	G. M.	B.	Two a week to two a month.	None.	Dementia.	Poorly nourished; active pulmonary tuberculosis; rough first sound of heart; reflexes normal; oedema of eyelids; arcus senilis; pupils sluggish to light.	None.
2793	G. M.	B.	Series, then none for one to two months.	Sensation of sinking.	Fair; possibly insane.	Well nourished; lungs and heart negative; urine; albumin and urates; knee jerks and wrist jerks and eyes negative.	None.
2794	G. M.	N.	Series of one to two a day for two to three days.	Palpitation of heart; heart comes up in mouth.	Insane.	Well nourished; roughened breathing over both apices; heart negative; wrist jerks slight; knee jerks not obtained; eyes myopia; arcus senilis; pupils sluggish to light.	None.
2795	G. M.	B.	Every two to eight weeks.	None.	Dementia.	Poorly nourished; exophthalmic goitre; heart rapid and irritable; lungs and urine negative; reflexes plus; nystagmus; strabismus; defective vision; pupils sluggish to light.	.....
2796	G. M.	B.	Six to seven a day.	Palpitation of heart and uneasy feeling.	Feeble-minded.	Well nourished; lungs and heart negative; reflexes absent; eyes negative.	None.
2797	G. M.	N.	Four to five a week to none for two weeks.	Disinnes.	Good.	Well nourished; lungs negative; heart rather rapid; one hyaline cast; reflexes active; eyes negative.	None.
2798	G. M.	B.	Daily for two to three days at intervals of four to five weeks.	None.	Fair; some dementia.	Well nourished and obese; trunk thick and abdomen protuberant; limbs are short and small in proportion to body; barrel-shaped chest; marked emphysema; asthmatic breathing; urine scanty; high Sp. Gr. Indian; wrist moderate; knee active; beginning arcus senilis; pupils react sluggishly; vision fair.	None.
2799	G. M., P. M., Pay.	B.	Every few days.	Sinking sensation in epigastrium, passing up chest, down left arm.	Low grade imbecile.	Poorly nourished; roughened breathing over back of both apices; systolic murmur; reflexes plus; hypertrophic external strabismus; arcus senilis.	None.
2800	G. M.	N.	Has had four seizures.	None.	Good.	Poorly nourished; mouth-breather; tonsils plus; hemorrhoids; heart negative; wrist jerks absent; knee jerks slight; eyes negative.	None.
2801						Complete examination of this patient was not made as he eloped.	None.
2802	G. M., Pay.	B.	Two to three weekly.	Disinnes.	Fair.	Well nourished; heart negative; reflexes active; eyes negative.	None.

TABLE No. 2 — (Continued).

Consecutive number.	Type of seizure.	Frequency of seizures.	Nocturnal diurnal.	Aura.	Mental status.	Physical examination.	Paralysis.
2781	G. M.	Four a week.	N.	None.	Dementia.	Fairly well nourished; urine, heart and lungs negative; knee jerks diminished; wears glasses.	None.
2782	G. M.	One to three a week.	B.	Fear and turning of all objects.	Good.	Poorly nourished; bronchial breathing both apices; heart irregular; pale and anæmic; reflexes slight; slight exophthalmus; pupils react normally; vision normal.	None.
2783	G. M.	Two to three weeks or oftener.	B.	Numbness of left hand.	Good.	Fairly well nourished; faint systolic apex murmur and occasional double beat; simple goitre; knee jerks and wrist jerks slight; double internal strabismus.	None.
2784	P. M.	Four during past two years.	D.	Disinnes.	Fair.	Vision poor; heart negative; bronchial breathing over left apex and left base; knee jerks O. K.; eyes negative.	None.
2785	G. M.	None for six months.	B.	Aphasia.	Good.	Fairly well nourished; broncho-vesicular breathing and dullness over right apex; heart negative; reflexes fairly active; eyes negative.	None.
2786	G. M.	One a day at times.	B.	None.	Imbecile.	Lungs negative; heart irregular; skips a beat every sixth or eight; no murmurs; well nourished; urine negative; knee jerks active; wrist sluggish; eyes negative.	None.
2787	G. M.	Several a week.	D.	Disinnes and photophobia.	Good.	Poorly nourished; tonsils enlarged; increased breath sounds; heart negative; trace of albumin; reflexes active; eyes negative.	None.
2788	Psy.	One a week.	D.	Epigastric.	Dementia.	Well nourished; myoclonic-like movements; lungs negative; accentuation of second aortic sound; reflexes active; eyes negative.	None.
2789	G. M.	Three a week.	B.	Peculiar indescribable feeling over body; objects blurred, then falls.	Dementia.	Well nourished; obese; lungs increased resonance; breath sounds; blowing systolic murmur at apex; atherosclerosis of radial arteries; urine; heavy precipitate of sugar by Fehling's test; reflexes fairly active; vision defective.	None.
2790	Psy.	Six months to two a week.	D.	Headache.	Good.	Fairly well nourished; lungs, heart and urine negative; eyes and reflexes normal.	None.

2791	G. M.	One to two a week.	D.	None.	Good.	Well nourished; heart and lungs negative; knee jerks normal; eyes normal.	None.
2792	G. M.	Two a week to two a month.	B.	None.	Dementia.	Poorly nourished; active pulmonary tuberculosis; rough first sound of heart; reflexes normal; oedema of eyelids; arcus senilis; pupils sluggish to light.	None.
2793	G. M.	Series, then none for one to two months.	B.	Sensation of sinking.	Fair; possibly insane.	Well nourished; lungs and heart negative; urine; albumin and urates; knee jerks and wrist jerks and eyes negative.	None.
2794	G. M.	Series of one to two a day for two to three days.	N.	Palpitation of heart; heart comes up in mouth.	Insane.	Well nourished; roughened breathing over both apices; heart negative; wrist jerks slight; knee jerks not obtained; eyes myopia; arcus senilis; pupils sluggish to light.	None.
2795	G. M.	Every two to eight weeks.	B.	None.	Dementia.	Poorly nourished; exophthalmic goitre; heart rapid and irritable; lungs and urine negative; reflexes plus; nystagmus; strabismus; defective vision; pupils sluggish to light.	.....
2796	G. M.	Six to seven a day.	B.	Palpitation of heart and uneasy feeling.	Feeble-minded.	Well nourished; lungs and heart negative; reflexes absent; eyes negative.	None.
2797	G. M.	Four to five a week to none for two weeks.	N.	Dizziness.	Good.	Well nourished; lungs negative; heart rather rapid; one hyaline cast; reflexes active; eyes negative.	None.
2798	G. M.	Daily for two to three days at intervals of four to five weeks.	B.	None.	Fair; some dementia.	Well nourished and obese; trunk thick and abdomen protuberant; limbs are short and small in proportion to body; barrel-shaped chest; marked emphysema; asthmatic breathing; urine scanty; high Sp. Gr., indican; wrist moderate; knee active; beginning arcus senilis; pupils react sluggishly; vision fair.	None.
2799	G. M., P. M., Pay.	Every few days.	B.	Sinking sensation in epigastrium, passing up chest, down left arm.	Low grade imbecile.	Poorly nourished; roughened breathing over back of both apices; systolic murmur; reflexes plus; hyperopic; external strabismus; arcus senilis.	None.
2800	G. M.	Has had four seizures.	N.	None.	Good.	Poorly nourished; mouth-breather; tonsils plus; hemorrhoids; heart negative; wrist jerks absent; knee jerks slight; eyes negative.	None.
2801						Complete examination of this patient was not made as he eloped.	
2802	G. M., Pay.	Two to three weekly.	B.	Dizziness.	Fair.	Well nourished; heart negative; reflexes active; eyes negative.	None.

TABLE NO. 2 — (Continued).

Consecutive number.	Type of seizures.	Frequency of seizures.	Noct mal dis- turb- ance.	Aura.	Mental status.	Physical examination.	Paralysis.
2803	G. M.	Two to three monthly.	B.	Headache and epigastric pain.	Good.	Fairly well nourished; lungs few; crepitant rales at right apex; heart and urine negative.	None.
2804	G. M.	Every few days.	B.	Feeling of something awful to happen as if she were turning to stone.	Fair to good.	Fairly well nourished; roughened breathing over apices; second so ind accentuated; urine alkaline; phosphate and carbonate; knee and wrist jerks slight; impaired vision right eye; arcus senilis; astigmatism.	None.
2805	G. M., P. M.	Three to four a month.	D.	None.	Feeble-minded.	Fairly well nourished; roughened breathing and impaired resonance over left apex; reflexes plus; arcus senilis.	None.
2806	G. M., P. M., Psy.	One monthly to one every three to four days.	N.	None.	Feeble-minded.	Poorly nourished; thyroid plus; lungs negative; heart irreg lar; reflexes; left knee jerks diminished; exophthalmus; arcus senilis.	None.
2807	G. M.	One every one to two weeks.	B.	None.	Fair.	Fairly well nourished; heart and lungs negative; reflexes diminished; partial double ptosis.	None.
2808	G. M.	From one to three months apart to six a day.	B.	Palpitation of heart and distress.	Fair.	Fairly well nourished; increased vocal fremitus; mitral regurgitant; urine; alk line and phosphates; wrist jerks and knee jerks slight; wears glasses; arcus senilis.	None.
2809	G. M.	One to six daily; during past three months one daily.	B.	Distress and flashes of light.	Feeble-minded.	Well nourished; quite obese; roughened vesicular breathing over left apex; cardiac apex sounds muffled; no murmur; pulse 100; wrist jerks moderate; knee jerks slightly plus; pupils sluggish.	None.
2810	G. M.	Every two to three months.	B.	?	Idiot.	Fairly well nourished; rachitis; heart and lungs negative; indicanuria; reflexes plus; eyes negative.	None.

2811	G. M.	Every four to five days.	R.	None.	Good.	Well nourished; lungs loud; broncho-vesicular breathing; subresonant and small mucous rales over both apices, axilla, and upper lobes posteriorly; heart not enlarged; sounds short; second sound accentuated; short systolic murmur; blowing, almost whistling in type, heard at apex; transmitted to axilla, loud in the second left inter-space; urine negative; reflexes moderate; eyes negative.	None.
2812	G. M.	One in two months to one a week.	B.	None.	Idiot.	Well nourished; lungs loud; moist rales upper left lobe; upper part of right upper lobe; slightly less expansion on the left side; heart, no murmurs but rapid (90); wrist jerks absent; knee jerks sluggish; dilated pupils; apparently normal sight.	None.
2813	G. M.	Frequent, generally more than one daily.	B.	None.	Idiot.	Heart rapid, not strong (100); lung rales both upper lobes; breath sounds absent over the left apex; poorly nourished; knee jerks diminished; wrist jerks slight; pupils O. K.; conjunctive pale; cornea injected.	None.
2814	G. M., P. M.	Three to four daily.	B.	Peculiar sick sensation in throat.	Imbecile.	Fairly well nourished; lungs and heart negative; left knee jerks most active; wrist jerks slight; hypermetropic astigmatism; arcus senilis.	None.
2815	G. M.	From one in two to three weeks to five to six in 24 hours.	B.	None.	Epileptic dementia.	Moist rales over the left apex; heart negative; reflexes sluggish; pupils dilated; eyes Mongolian type.	None.
2816	G. M.	Every five to ten days.	D.	Distresses, headache, epigastric pain.	Good.	Muscular, well developed; heart accentuated second sound; indistinct apical murmur; lungs negative; urine; hyaline casts; reflexes active; eyes negative; except that left palpebral fissure is small.	None.
2817	G. M.	Three to four a week.	D.	Distresses.	Good.	Well nourished; muscular; aortic murmur; knee jerks slight; eyes negative.	None.
2818	G. M.	Two to three days apart.	B.	?	Imbecile.	Fairly well; no rash; lungs and heart negative; urine negative; reflexes moderate; eyes negative.	None.
2819	P. M.	Five weekly.	B.	?	Feeble-minded.	Quite well; no rash. This patient left the Colony before the physical examination was made.	None.
2820	G. M.	One daily.	B.	None.	Good.	Very well; no rash; lungs and heart negative; reflexes sluggish, hardly respond; pupils are of regular size and outline; marked myopia.	None.
2821	P. M.	Varies, may go six weeks without a seizure.	B.		Fair.	Fairly well nourished; lungs, heart and urine negative; reflexes active; eyes negative.	None.

TABLE No. 2 — (Continued).

Consecutive number.	Type of seizures.	Frequency of seizures.	Nocturnal or diurnal.	Aura.	Mental status.	Physical examination.	Paralysis.
2822	P. M.	Every two and one-half years.	D.	None.	Feeble-minded.	Well nourished; increased breath sounds over both apices; heart and urine negative; knee jerks active; wrist jerks slight; eyes negative.	None.
2823	G. M.	Two daily.	D.	Disinnes; spots before eyes and epigastric distress.	Imbecile.	Poorly nourished; infantile; deformed; indicianura knee jerks normal; arcus senilis.	None.
2824	G. M.	Several daily.	D.	Sick faint; extends from below abdomen.	Fair.	Well nourished; lungs negative; faint systolic murmur at apex; reflexes normal; presbyopia; arcus senilis.	None.
2825	G. M.	One a week.	B.	Drowsiness.	Fair.	Well nourished; lungs and heart negative; heart systolic, apex murmur; reflexes active; eyes negative.	None.
2826	G. M.	Three to four monthly.	B.	Epigastric distress and palpitation of heart.	Fair.	Well nourished; lungs, heart and urine negative; reflexes; arcus senilis.	None.
2827	G. M.	Unknown.	M.	None.	Fair.	Well nourished; obese; systolic murmur heard with equal intensity over entire pericardium; urine negative; reflexes active; eyes negative.	None.
2828	G. M.	One a week.	B.	None.	Insane; dementia.	Well nourished; heart and lungs negative; urine albumin, indican, and leucocytes; reflexes active; arcus senilis.	None.
2829	G. M.	Two to three weekly.	N.	None.	Imbecile.	Poorly nourished; most ribs left axilla; increased breath sounds and aortic accentuation; reflexes active; eyes negative.	None.
2830	G. M.	One every three weeks.	N.	Unknown; patient sometimes calls for member of family just before attack.	Imbecile.	Fairly nourished; stigmata of degeneration; nystagmus; dental caries; reflexes; strabismus, double ptosis, and arcus senilis.	None.
2831	G. M.	Daily.		Tingling right hand passing upward.	Fair.	Well nourished; lungs negative; heart negative; reflexes active; eyes normal.	None.

2832	G. M.	Several weekly.	B.	None.	Imbecile.	Quite well nourished; lungs negative; first and second sound of heart similar in sound; urine negative; right babinaki; knee jerks and wrist jerks diminished; eyes half slight, conjunctivitis.	Right hemiplegia.
2833	G. M., P. M.	One every one to two weeks.	D.	Muscular jerks.	Fair.	Well nourished; heart and lungs negative; hyaline casts; knee jerks active; wrist jerks moderate; eyes negative.	None.
2834	G. M., P. M.	Two to three daily.	B.	?	Idiot.	Fairly well nourished; lungs and heart negative; urine; hyaline casts; eyes negative.	None.
2835	G. M.	Every four to eight weeks.	B.	None.	Good.	Undernourished but well nourished; lungs and heart negative; myopia; arcus senilis.	None.
2836	P. M.	Three times a week.	B.	Rising in abdomen and rushing to head.	Good.	Well nourished; muscular; ant. post. curvature of spine; dental caries; dermatographia; lungs and heart negative; second sound plus; knee jerks plus; eyes negative.	None.
2837	G. M.	One a day to two a week.	D.	Distress.	Fair.	Poorly nourished; rales over right chest; arrhythmia; no murmurs; reflexes active; cyclitis right eye; left eye normal.	None.
2838	G. M., P. M.	Every three weeks.	D.	None.	Good.	Well nourished; muscular; lungs and heart negative; reflexes active; myasthenia.	None.
2839	G. M.	One every two weeks.	D.	None.	Good.	Well nourished; murmur first sound at apex; knee jerks active; eyes negative.	None.
2840	G. M.	Three times a day.	B.	"Breath stops on me," "arms get stiff, and it comes up from my chest".	Feeble-minded.	Poorly nourished and undernourished; extremities large; chest narrow and flat; chicken breast; lungs, heart and eyes negative; knee jerks moderate; wrist jerks slight.	None.
2841	G. M.	One or two a day every two to four weeks.	B.	None.	Slight dementia.	Well nourished; heart, lungs and urine negative; eyes and reflexes negative.	None.
2842	G. M.	One a year.	B.	None.	Feeble-minded.	Fairly well nourished; Pott's disease; heart and lungs negative; eyes and reflexes negative.	None.
2843	G. M.	Three a month to seven a day.	B.	None.	Imbecile.	Poor nutrition; palate flat, torus; slight acne; lymphatics enlarged; ichthenuria; dental caries; reflexes much plus; eyes: wears glasses; otherwise negative.	None.
2844	G. M.	One every four to five weeks.	B.	Disary, singing in ears; numbness, beginning in feet, passing upward.	Good.	Fairly well nourished; lungs and heart negative; left babinaki; right knee jerks more active than the left; eyes: myopia and marginal blepharitis.	None.

TABLE No. 2 — (Concluded).

Consecutive number.	Type of seizures.	Frequency of seizures.	Nocturnal diurnal.	Aura.	Mental status.	Physical examination.	Paralysis.
2845	G. ?	Two to three a month.	D.	Dimy, things appear black.	Good.	Lungs normal; heart second sound plus and short at apex; no murmurs; urine negative; knee jerks sluggish; wrist jerks slight; eyes negative.	None.
2846	G. M., P. M., Psy.	Six a month.	B.	None.	Feeble-minded.	Removed from the Colony by his sister before physical examination was made.	None.
2847	G. M., P. M.	One a day.	B.	None.	Fair.	Well nourished; lungs and heart negative; reflexes diminished; eyes negative.	None.
2848	G. M.	Two to ten daily.	B.	Heart comes up to mouth; numbness of paralyzed hand and twisting of per. arm; aura not constant.	Good.	Well nourished; muscular; wrist jerks slight on right, active on left; knee jerks moderate on right, somewhat plus; eyes negative; left hemiplegia.	None.
2849	G. M.	Intervals of several weeks.	B.	Dimness.	Feeble-minded.	Well no rished; lungs; reflexes over both bases; increased breath sounds; reflexes negative; eyes; slight nystagmus.	None.
2850	G. M.	Monthly.	D.	Faintness and dimness.	Fair.	Well no rished; obese; stigmata of degeneration; hearing defective in left ear; hoarse bronchial rales in right lungs; reflexes active; eyes; red lids; atresia semilun.	None.
2851	G. M.	Daily.	B.	None.	Good.	Well no rished; asymmetry of face; reflexes all active; right babinski; strabismus.	None.
2852	G. M., P. M.	One a week.	B.	Cheerfulness; feels as if in strange place.	Feeble-minded.	Emaciated; stigmata of degeneration; prolonged expiration over both apices; reflexes active; areus semilun.	Right hemiplegia.
2853	G. M.	Daily.	.....	Unknown.	Medium grade.	Fairly well nourished; I. L.: dullness and distressed breathing, few small mucous rales in lower right axilla 7/11 above liver; heart negative; tongue faintly clean; ictericaura; reflexes; knee jerks very active, nearly plus; wrist jerks moderate; eyes negative; right leg is somewhat smaller than the left.	None.

2854	G. M.	D.	Vertigo.	Good	Well nourished; muscular; undernourished; heart negative; slight accentuation of the second sound; pulmonary reflexes active; eyes negative.	None.
2855	G. M.	N.	Tingling of feet.	Feeble-minded	Poorly nourished; head spherical; lungs, heart and eyes negative; reflexes active.	None.
2856	G. M., P. M.	B.	Nervous; frightened feeling; dizziness.	Feeble-minded	Acne-arterio sclerosis; varicose veins; indolent and albumin in urine; nutrition is fairly good; reflexes active; slight exophthalmus; frequent winking and smarting of eyes.	None.
2857	G. M.	B.	Sensation of heart failing	Feeble-minded	Well nourished; left leg shortened by epiphysitis; acne; thyroid slightly plus; hemorrhoids; reflexes active; slight arcus senilis.	None.
2858	G. M.	N.	None.	Imbecile.	Fair nutrition; hydrocephalus; dental caries; reflexes active; slight arcus senilis.	None.
2859	G. M., P. M.	N.	Fullness in head.	Good; slight dementia	Poorly nourished; bromide acne; pale color; naso-pharyngeal catarrh; myxedema; pulse 52; hemorrhoids; dental caries; reflexes fairly active; slight arcus senilis.	None.
2860	G. M.	B.	Bulging in stomach, coming up into throat, accompanied by vertigo; flashes of light before eyes.	Fairly good.	Well nourished; muscular; lungs show diminished resonance; broncho-vesicular breathing; crepitant and subcrepitant rales at right apex and all over left upper lobe; frank tuberculosis; heart negative; some cardiac respiratory murmur; reflexes moderate; eyes negative.	None.
2861	G. M.	B.	.....	Fair.	Examination not made as the patient eloped the day after admission. Was intoxicated when admitted.	None.

TABLE No. 3.
ADMISSIONS DURING THE YEAR ENDING SEPTEMBER 30, 1910.

Consecutive number.	NATIVITY.			Color.	Civil condition.	Education.	Occupation.
	Patient.	Father.	Mother.				
2580	America	New York State	New York city	White	Married	Common school	Printer.
2581	New York city	Massachusetts	Scotland	White	Single	Common school	None.
2582	New York city	Ireland	New York city	White	Single	Common school	None.
2583	New Jersey	Germany	Germany	White	Single	Read and write	None.
2584	New York city	New York	Ireland	White	Single	None	None.
2585	New York city	Germany	Germany	White	Single	Common school	Silversmith.
2586	Russia	Russia	Russia	White	Single	Read and write	None.
2587	England	England	England	White	Single	Read and write	None.
2588	New York State	New York State	New York State	White	Single	Read and write	Laborer.
2589	New York State	Ireland	Ireland	White	Single	Common school	None.
2590	New York State	New York State	New York State	White	Married	Common school	Clerks.
2591	Brooklyn, N. Y.	New York State	New York State	White	Single	Common school	None.
2592	New York city	Russia	Austria	White	Single	Common school	None.
2593	New York city	Lithuania	Ireland	White	Single	Business college	Stenographer.
2594	New York city	Rhode Island	Russia	White	Single	Common school	None.
2595	Russia	Russia	Russia	White	Single	Common school	None.
2596	United States	United States	United States	White	Single	High school	None.
2597	New York State	Pennsylvania	Kentucky	White	Married	Common school	Clerk.
2598	Vermont	Vermont	Vermont	White	Single	Varsity	Architect.
2599	New York State	New York State	New York State	White	Single	None.	None.
2600	New York State	New York State	New York State	White	Single	Common school	None.
2601	New York State	New Hampshire	New York State	White	Single	Common school	Laborer.
2602	New York State	Unknown	Unknown	White	Single	None	None.
2603	New York State	New York State	New York State	White	Single	Business college	Teamster.
2604	New York city	Ireland	Ireland	White	Widower	None	None.
2605	Pennsylvania	Pennsylvania	England	White	Single	None	None.
2606	New York State	New York State	New York State	White	Single	None	None.
2607	New York State	New York State	New York State	White	Single	None	None.
2608	New York State	New York State	New York State	White	Single	Common school	Housework.
2609	America	Germany	Ireland	White	Married	Common school	Laborer.
2310	New York city	New York city	New York city	White	Single	Kindergarten	None.
2311	New York State	United States	United States	White	Single	Read and write	None.
2312	New York city	Unknown	Unknown	White	Single	None	None.
2613	New York city	Unknown	Unknown	White	Single	Primary	None.

2814	New York State	Germany	White	Single	Common school	None.
2815	Brooklyn, N. Y.	Brooklyn, N. Y.	White	Single	None.	None.
2816	America, N. Y.	New York State	White	Single	None.	None.
2817	New York State	Ireland	White	Single	Common school	None.
2818	New York State	New York State	White	Single	Common school	None.
2819	New York State	New York State	White	Married	Common school	Housework.
2820	New York State	New York State	White	Single	None.	None.
2821	New York State	New York State	White	Single	None.	None.
2822	United States	Germany	White	Single	None.	None.
2823	New York State	New York State	White	Single	Common school	School girl.
2824	Illinois	New Jersey	White	Single	Primary	None.
2825	New York State	England	White	Single	Parochial	None.
2826	New York State	New York State	White	Single	Common school	Housework.
2827	United States	Canada	White	Single	Common school	Chore boy.
2828	Ireland	Ireland	White	Married	Common school	Housewife.
2829	United States	United States	White	Single	Parochial	None.
2830	New York State	New York State	White	Single	Common school	None.
2831	Buffalo, N. Y.	New York State	White	Single	Common school	School girl.
2832	New York State	Ireland	White	Single	Common school	None.
2833	New York State	Canada	White	Single	None.	Housework.
2834	New York State	Canada	White	Single	Business college	Laborer.
2835	New York State	Michigan	White	Single	Common school	None.
2836	Brooklyn, N. Y.	New York State	White	Single	Common school	Confectioner.
2837	United States	United States	White	Single	None.	Housework.
2838	Austria	Austria	White	Single	None.	None.
2839	Brooklyn, N. Y.	Poland	White	Single	None.	None.
2840	Utica, N. Y.	Canada	White	Single	Common school	Electrician.
2841	New York city	New York city	White	Single	Read and spell	None.
2842	New York State	New York State	White	Single	Institutional	None.
2843	Canada	Canada	White	Single	None.	None.
2844	Unknown	Unknown	White	Single	Common school	None.
2845	New York State	New York State	White	Single	None.	None.
2846	New York State	New York State	White	Single	Read and spell	None.
2847	New York State	New York State	White	Single	Common school	Laborer.
2848	New York State	Unknown	White	Married	Common school	Housework.
2849	Vermont	Canada	White	Widow	High school	Housework.
2850	New York State	New York State	White	Single	None.	None.
2851	America	New York State	White	Single	Primary	Housework.
2852	New York State	New York State	White	Single	Common school	Clerk.
2853	Unknown	Unknown	White	Single	None.	None.
2854	New York State	New York State	White	Single	None.	None.
2855	Indiana	West Virginia	White	Single	Common school	Delivery boy.
2856	United States	United States	White	Single	University	Laborer.
2857	New York State	New York State	White	Single	None.	None.
2858	Brooklyn, N. Y.	New York State	White	Single	Common school	Seaman.
2859	New York city	Austria	White	Single	College	Office clerk.
2860	Brooklyn, N. Y.	Brooklyn, N. Y.	White	Single	Common school	None.
2861	Brooklyn, N. Y.	Maryland	Colored	Single	None.	None.

TABLE No. 3 — (Continued).

Consecutive number.	NATIVITY.			Color.	Civil condition.	Education.	Occupation.
	Patient.	Father.	Mother.				
2602.	Austria.	Austria.	Austria.	White.	Married.	Primary.	Housewife.
2603.	New Jersey.	New York State.	New York State.	White.	Single.	Common school.	None.
2604.	United States.	Germany.	New York city.	White.	Single.	Common school.	Housework.
2605.	Canada.	Russia.	Russia.	White.	Single.	None.	None.
2606.	New York State.	New York State.	New York State.	White.	Single.	Common school.	None.
2607.	New York State.	United States.	United States.	White.	Single.	Read and write.	Housework.
2608.	New York State.	New York State.	New York State.	Colored.	Single.	None.	None.
2609.	United States.	United States.	United States.	White.	Single.	Common school.	Domestic.
2610.	New York State.	Kentucky.	New York State.	White.	Single.	Common school.	Messenger boy.
2611.	New York State.	New York State.	New York State.	White.	Single.	Normal school.	School teacher.
2612.	New York State.	Ireland.	Pennsylvania.	White.	Married.	Common school.	Housework.
2613.	Canada.	England.	Ireland.	White.	Married.	None.	Housework.
2614.	Jamaica, W. Indies.	West Indies.	West Indies.	Colored.	Single.	Read and write.	Laborer.
2615.	England.	England.	England.	White.	Single.	None.	Laborer.
2616.	New York State.	Poland.	Poland.	White.	Married.	Read and write.	Housework.
2617.	Unknown.	Unknown.	Unknown.	White.	Single.	Read and write.	None.
2618.	United States.	Unknown.	Unknown.	White.	Single.	None.	None.
2619.	New York State.	New York State.	New York State.	White.	Single.	None.	None.
2620.	New York State.	Germany.	Germany.	White.	Single.	None.	None.
2621.	Brooklyn, N. Y.	Germany.	New York State.	White.	Single.	Common school.	None.
2622.	New York State.	Germany.	Germany.	White.	Single.	Grammar.	Housework.
2623.	Russia.	Russia.	Russia.	White.	Single.	None.	Tailor.
2624.	United States.	United States.	United States.	White.	Married.	Common school.	None.
2625.	Austria.	Austria.	Austria.	White.	Single.	Common school.	Housework.
2626.	Ireland.	Ireland.	Ireland.	White.	Widow.	Read and write.	Iron worker.
2627.	Germany.	Germany.	Germany.	White.	Single.	Primary.	Plasterer.
2628.	England.	Russia.	Russia.	White.	Single.	Common school.	None.
2629.	Scotland.	Scotland.	Scotland.	White.	Single.	None.	Machinist.
2630.	New York State.	Austria.	Austria.	White.	Single.	None.	None.
2631.	Pennsylvania.	Unknown.	United States.	White.	Married.	Common school.	Carpenter.
2632.	New York State.	Ireland.	Ireland.	White.	Single.	Common school.	Laundress.
2633.	United States.	New York State.	New York State.	White.	Single.	None.	None.
2634.	New York State.	New York State.	New York State.	White.	Single.	Kindergarten.	School girl.
2635.	Pennsylvania.	United States.	New York State.	White.	Single.	None.	None.
2636.	New York State.	New York State.	New York State.	White.	Single.	Common school.	Housework.
2637.	United States.	New York State.	New York State.	White.	Single.	None.	None.
2638.	New York State.	New York State.	New York State.	White.	Single.	Common school.	None.
2639.	New York State.	New York State.	New York State.	White.	Single.	None.	None.
2640.	New York State.	New York State.	New York State.	White.	Single.	None.	None.
2641.	United States.	New York State.	New York State.	White.	Single.	None.	None.
2642.	New York State.	New York State.	New York State.	White.	Single.	Common school.	Housework.
2643.	New York State.	New York State.	New York State.	White.	Single.	None.	None.
2644.	New York State.	New York State.	New York State.	White.	Single.	None.	None.
2645.	New York State.	New York State.	New York State.	White.	Single.	None.	None.
2646.	New York State.	New York State.	New York State.	White.	Single.	None.	None.
2647.	New York State.	New York State.	New York State.	White.	Single.	None.	None.

2698	New York State	United States	White	Married	Common school	Laborer.
2699	New York State	New York State	White	Single	School girl.	None.
2700	Russia	Russia	White	Single	None.	None.
2701	New York State	Buffalo, N. Y.	White	Single	None.	None.
2702	United States	Unknown.	White	Single	None.	None.
2703	New York State	Unknown.	White	Single	None.	None.
2704	Italy	Italy	White	Single	None.	None.
2705	England	England	White	Single	None.	Matress maker.
2706	New York State	Ireland	White	Single	Common school.	None.
2707	New York State	New York State	White	Single	None.	School girl.
2708	New York city	England	White	Single	Common school.	None.
2709	New Foundland	Canada	White	Single	Common school.	None.
2710	United States	Russia	White	Single	Common school.	None.
2711	New York city	New York city	White	Single	Common school.	None.
2712	New York State	New York State	White	Single	Grammar.	Carpenter.
2713	New York State	United States	White	Single	Grammar.	Engineer.
2714	New Jersey	New York State	White	Single	Grammar.	None.
2715	New York State	Ireland	White	Single	Parochial	None.
2716	New York State	New York State	White	Single	Common school.	Printer.
2717	New York State	Ireland	White	Married	Housework.	Domestic.
2718	Ohio	Ireland	White	Single	Common school.	None.
2719	New York State	Ireland	White	Single	Primary	Laborer.
2720	New York State	Ireland	White	Single	Common school.	Plumber.
2721	New York city	Ireland	White	Single	Common school.	None.
2722	Germany	Germany	White	Single	Grammar.	Clerk.
2723	New York State	New York State	White	Single	Grammar.	Printer.
2724	Canada	Ireland	White	Single	Primary	Printer.
2725	United States	Ireland	White	Single	Common school.	Domestic.
2726	United States	Ireland	White	Single	Read and write.	Domestic.
2727	New York city	Connecticut	White	Married	Elementary	None.
2728	New York State	Switzerland	White	Single	None.	Trainman.
2729	New York city	Switzerland	White	Widower	Common school.	None.
2730	New York city	Germany	White	Single	Business school.	None.
2731	New York city	Massachusetts	White	Single	Grammar	None.
2732	United States	Roumania	White	Single	Grammar	None.
2733	United States	United States	White	Single	Elementary	None.
2734	New York city	Norway	White	Single	Elementary	Domestic.
2735	New York State	Ireland	White	Single	Common school.	School girl.
2736	Pennsylvania	New York city	White	Single	Primary	None.
2737	Germany	Germany	White	Single	Common school.	Saloon keeper.
2738	New York State	New York State	White	Single	Elementary	Housework.
2739	England	England	White	Married	High school	None.
2740	New York State	New York State	White	Single	Common school.	Laborer.
2741	New York State	New York State	White	Single	None.	None.
2742	New York State	Vermont	White	Single	High school	Railroad clerk.
2743	New York State	England	White	Single	High school	Photographer.
2744	New Jersey	New York State	White	Single	Common school.	None.
2745	Hungary	Hungary	White	Married	Hungarian.	Cigar maker.

TABLE No. 3 — (Continued).

Consecutive number.	NATIVITY.			Color.	Civil condition.	Education.	Occupation.
	Patient.	Father.	Mother.				
2746	England.	England.	Scotland.	White.	Single.	Elementary.	Brass polisher.
2747	Germany.	Germany.	Germany.	White.	Single.	Common school.	Clerk.
2748	United States.	Russia.	Germany.	White.	Single.	None.	None.
2749	United States.	New Jersey.	New York State.	White.	Single.	Elementary.	None.
2750	Ireland.	Ireland.	Ireland.	White.	Single.	Convent.	Domestic.
2751	New York State.	New York State.	New York State.	White.	Single.	None.	Housework.
2752	New York State.	New York State.	New York State.	White.	Single.	None.	Farmer.
2753	United States.	New York State.	New York State.	White.	Single.	Primary.	None.
2754	United States.	New York State.	New York State.	White.	Single.	Common school.	Farmer.
2755	New York State.	New York State.	Vermont.	White.	Single.	Common school.	Farmer.
2756	Canada.	Canada.	Canada.	White.	Single.	Read and write.	Machinist.
2757	Unknown.	Unknown.	Unknown.	White.	Single.	None.	None.
2758	United States.	Unknown.	Unknown.	White.	Single.	None.	None.
2759	New York State.	New York State.	New York State.	White.	Single.	None.	None.
2760	New York State.	Unknown.	Unknown.	White.	Single.	None.	None.
2761	New York State.	Germany.	New York State.	White.	Single.	Common school.	Press feeder.
2762	Ireland.	Ireland.	Ireland.	White.	Single.	Elementary.	Groom.
2763	New York State.	England.	New York State.	White.	Single.	Parochial.	Printer.
2764	Switzerland.	Switzerland.	Switzerland.	White.	Single.	Common school.	Printer.
2765	New York city.	Ireland.	Austria.	White.	Single.	Read and write.	Elevator boy.
2766	Austria.	Austria.	Austria.	White.	Single.	Common school.	None.
2767	United States.	Sweden.	Sweden.	White.	Single.	Common school.	None.
2768	New York State.	New York State.	New York State.	White.	Single.	Grammar.	None.
2769	Germany.	Poland.	Poland.	White.	Single.	Common school.	None.
2770	New York city.	New York city.	New York State.	White.	Single.	Prep school.	None.
2771	New York State.	New York State.	Canada.	White.	Single.	Grammar.	None.
2772	New York State.	New York State.	Indiana.	White.	Single.	None.	None.
2773	New York State.	Sweden.	Sweden.	White.	Single.	None.	None.
2774	New York State.	United States.	United States.	White.	Single.	None.	None.
2775	Sweden.	Sweden.	Sweden.	White.	Single.	Pair.	Laborer.
2776	New York State.	Ireland.	New York city.	White.	Single.	Common school.	None.
2777	New York State.	New York State.	New York State.	White.	Single.	Common school.	None.
2778	Pennsylvania.	Pennsylvania.	Pennsylvania.	White.	Married.	Kindergarten.	Housewife.
2779	New York State.	New York State.	New York State.	White.	Single.	None.	None.
2780	New York State.	Ireland.	Ireland.	White.	Single.	Common school.	Farmer.
2781	Pennsylvania.	Michigan.	Pennsylvania.	White.	Married.	Common school.	Housekeeper.

2782	New York State	New York State	White	Single	None	None
2783	New York State	New York State	White	Single	Common school	Domestic.
2784	New York State	Germany	White	Single	Common school	None.
2785	New York State	New York State	White	Single	Common school	Laborer.
2786	Germany	Germany	White	Single	None.	Farmer.
2787	Massachusetts.	Sweden	White	Single	Primary	None.
2788	Ireland	Ireland	White	Single	Common school	Clerk.
2789	Bohemia	Bohemia	White	Married	Common school	Clear maker.
2790	England	England	White	Single	Read and write	Book binder.
2791	United States	United States	White	Single	Common school	School girl.
2792	Ireland	Ireland	White	Married	Common school	Domestic.
2793	New York city	Italy	White	Single	Primary	None.
2794	New York State	Germany	White	Widow	Common school	Domestic.
2795	United States	United States	White	Married	Common school	Housework.
2796	United States	New York State	White	Single	Common school	None.
2797	New York city	Connecticut	White	Single	Read and write	None.
2798	New York city	Ireland	White	Single	Common school	Laborer.
2799	New York State	New York State	White	Single	Common school	None.
2800	Austria	Austria	White	Single	Common school	Peddler.
2801	Russia	Russia	White	Single	Primary	Ironworker.
2802	Pennsylvania	Pennsylvania	White	Single	Common school	None.
2803	Italy	Italy	White	Single	None	None.
2804	New York State	New York city	White	Single	Common school	Music teacher.
2805	New York State	New York State	White	Single	Common school	None.
2806	Ireland	Ireland	White	Single	Common school	None.
2807	United States	France	White	Single	Common school	School girl.
2808	Russia	Russia	White	Single	Common school	Wool knitter.
2809	Pennsylvania	Pennsylvania	White	Single	Common school	None.
2810	New York State	Austria	White	Single	None.	None.
2811	New York State	Germany	White	Married	Primary	Machineist.
2812	New York State	Canada	White	Single	None	None.
2813	New York State	Wisconsin	White	Single	None.	None.
2814	New York State	New York State	White	Single	Read and write	None.
2815	Unknown.	Unknown.	White	Single	None.	None.
2816	New York State	New York State	White	Single	Primary	None.
2817	New York State	New Jersey	White	Single	Primary	Ticket agent.
2818	New York State	Italy	White	Single	Common school	None.
2819	Maryland	Germany	White	Single	Common school	None.
2820	United States	Ireland	White	Single	College	Plumber.
2821	New York city	Austria	White	Single	Common school	School boy.
2822	Missouri	United States	White	Single	None	None.
2823	Russia	Russia	White	Single	None	None.
2824	Ireland	Ireland	White	Widow	None	None.
2825	Germany	Italy	White	Single	Primary	None.
2826	New York city	Germany	White	Single	Common school	None.
2827	New York State	New York city	White	Single	Fair	None.
2828	New York State	Ireland	White	Single	Common school	None.
2829	New York State	Canada	White	Single	None.	None.

TABLE No. 3 — (Concluded).

Consecutive number.	NATIVITY.			Color.	Civil condition.	Education.	Occupation.
	Patient.	Father.	Mother.				
2830	United States.	New York State.	New York State.	White.	Single.	None.	None.
2831	New York State.	Germany.	Germany.	White.	Single.	Common school.	Tailor.
2832	United States.	Hungary.	Hungary.	White.	Single.	None.	None.
2833	United States.	Pennsylvania.	New York State.	Colored.	Single.	Common school.	Housework.
2834	New York State.	New York State.	New York State.	Colored.	Single.	None.	None.
2835	New York State.	New York State.	New York State.	White.	Single.	Fair.	Housework.
2836	New York city.	Austria.	Austria.	White.	Single.	Common school.	Painter.
2837	New York city.	New York city.	Unknown.	Colored.	Single.	Common school.	Laborer.
2838	Russia.	Russia.	Russia.	White.	Married.	Collegiate.	Pharmacist.
2839	New York city.	Russia.	Russia.	White.	Single.	Common school.	None.
2840	New York State.	New York city.	New York State.	White.	Single.	Common school.	None.
2841	New York city.	New York city.	New Jersey.	White.	Single.	Read and write.	Housework.
2842	New York city.	Austria.	Russia.	White.	Single.	Common school.	Tailor.
2843	New York State.	Germany.	Germany.	White.	Single.	Parochial school.	Housework.
2844	England.	Germany.	Germany.	White.	Single.	High school.	Stenographer.
2845	New York State.	Ireland.	Ireland.	White.	Single.	Private school.	Laborer.
2846	United States.	New York State.	Pennsylvania.	White.	Single.	Common school.	Farmer.
2847	New York State.	New York State.	Pennsylvania.	White.	Single.	Common school.	None.
2848	Canada.	Canada.	Canada.	White.	Single.	High school.	Farmer.
2849	Canada.	Canada.	Canada.	White.	Single.	Common school.	Laborer.
2850	New York State.	Ireland.	Ireland.	White.	Single.	Read and write.	Laborer.
2851	Pennsylvania.	Italy.	Italy.	White.	Married.	Common school.	Housework.
2852	New York State.	Missouri.	England.	White.	Single.	None.	None.
2853	New York State.	Massachusetts.	England.	White.	Single.	None.	None.
2854	New York city.	Italy.	Italy.	White.	Single.	None.	None.
2855	Russia.	Russia.	Russia.	White.	Single.	Common school.	None.
2856	New York city.	New York city.	New York city.	White.	Single.	Common school.	None.
2857	New York city.	Ireland.	Ireland.	White.	Single.	Common school.	None.
2858	United States.	Ireland.	Ireland.	White.	Single.	Common school.	Housework.
2859	New York State.	Ireland.	Ireland.	White.	Married.	Grammar school.	None.
2860	New York State.	New York State.	New York State.	White.	Single.	Normal school.	Housework.
2861	New York State.	Connecticut.	New York State.	White.	Married.	Common school.	R. R. employee.
							Dairyman.

TABLE No. 4.
RECORD OF DEATHS DURING THE YEAR ENDING SEPTEMBER 30, 1909.

Number.	Sex.	Age at death.	Duration of epilepsy.	Residence at colony.	CAUSE OF DEATH.	Autopsy number.
1.....	Male.....	13 years.....	13 years.....	Yrs. Mos. Dys.	Asphyxiation; prune stone in trachea.....	176
2.....	Female.....	37 years.....	36 years.....	4 11 0	Pneumonia, terminating chronic endocarditis and nephritis.....	177
3.....	Male.....	11 years.....	11 years.....	0 11 0	Exhaustion, following seizures.....	178
4.....	Male.....	43 years.....	7 years.....	1 16 0	Acute peritonitis, following perforation of sigmoid flexum.....	179
5.....	Male.....	59 years.....	12 years.....	5 10 13	Cardiac insufficiency; chronic endocarditis.....	180
6.....	Female.....	24 years.....	23 years.....	1 8 10	Pulmonary tuberculosis; epileptic seizure.....	181
7.....	Male.....	10 years.....	8 years.....	1 3 2	Cardiac insufficiency; chronic endocarditis.....	182
8.....	Male.....	43 years.....	4 years.....	2 4 14	Terminal pneumonia; arterio-sclerosis.....	183
9.....	Female.....	46 years.....	46 years.....	0 8 0	Chronic nephritis; ulcerative enteritis.....	184
10.....	Female.....	30 years.....	23 years.....	7 11 0	Pulmonary tuberculosis.....	185
11.....	Female.....	45 years.....	15 years.....	3 9 28	Nephritis; atheroma of coronaries.....	186
12.....	Female.....	22 years.....	16 years.....	8 4 20	Pneumonia; chronic nephritis and endocarditis.....	187
13.....	Male.....	42 years.....	10 years.....	0 9 27	Epileptic seizure.....	188
14.....	Male.....	15 years.....	24 years.....	0 8 5	Terminal pneumonia.....	189
15.....	Male.....	70 years.....	45 years.....	4 8 22	Epileptic seizure.....	190
16.....	Male.....	50 years.....	6 years.....	0 5 3	Terminal pneumonia; sepsis.....	191
17.....	Male.....	21 years.....	18 years.....	1 10 0	Broncho-pneumonia; acute hydrocephalus externa.....	192
18.....	Male.....	19 years.....	19 years.....	0 1 5	Lobar pneumonia, following serial seizures.....	193
19.....	Male.....	29 years.....	14 years.....	11 3 7	Acute pneumonia patholisis.....	194
20.....	Male.....	29 years.....	6 years.....	3 2 9	Enteritis.....	195
21.....	Female.....	29 years.....	48 years.....	0 0 28	Serial convulsions; terminal broncho-pneumonia.....	196
22.....	Female.....	50 years.....	6 years.....	0 1 19	Lobar pneumonia.....	197
23.....	Male.....	35 years.....	6 years.....	0 3 11	Pulmonary oedema and terminal pneumonia, following serial seizures.....	198
24.....	Male.....	24 years.....	15 years.....	8 9 12	Pleurisy with effusion myocarditis.....	199
25.....	Male.....	34 years.....	6 years.....	0 11 18	Broncho-pneumonia; chronic myocarditis.....	199
26.....	Female.....	36 years.....	5 years.....	1 4 6	Terminal pneumonia; chronic endocarditis and nephritis.....	199
27.....	Female.....	44 years.....	25 years.....	0 8 20	Epileptic seizure.....	199
28.....	Male.....	24 years.....	11 years.....	8 11 15	Epileptic seizure.....	199
29.....	Male.....	22 years.....	21 years.....	6 6 6	Epileptic seizures.....	199
30.....	Male.....	36 years.....	32 years.....	11 9 24	Epileptic seizures.....	199
31.....	Male.....	49 years.....	23 years.....	2 0 12	Epileptic seizures.....	199
32.....	Female.....	49 years.....	23 years.....	2 0 12	Epileptic seizures.....	199

TABLE No. 4 — (Continued).

Number.	Sex.	Age at death.	Duration of epilepsy.	Residence at colony.	CAUSE OF DEATH.	Autopsy number.
33.	Male.	27 years.	18 years.	Yrs. Mos. Dys.	Lobar pneumonia.	200
34.	Male.	27 years.	26 years.	12 0 29	Lobar pneumonia.	201
35.	Female.	24 years.	8 years.	8 0 8	Acute cardiac dilatation.	202
36.	Male.	39 years.	15 years.	2 10 17	Tubercular broncho-pneumonia.	203
37.	Male.	20 years.	6 years.	8 11 8	Pulmonary oedema and exhaustion, following serial seizures.	204
38.	Female.	7 years.	7 years.	3 1 1	Pneumonia terminating chronic; enteritis.	205
39.	Female.	51 years.	32 years.	7 1 8	Pulmonary oedema, following serial convulsions.	206
40.	Female.	24 years.	42 years.	11 0 11	Pneumonia terminating chronic; ulcerative colitis.	207
41.	Male.	24 years.	12 years.	4 5 20	Erysipelas.	208
42.	Female.	26 years.	20 years.	8 9 25	Acute dilatation; heart mitral stenosis; uterine carcinoma.	209
43.	Male.	19 years.	18 years.	1 9 17	Pulmonary oedema; status epilepticus.	210
44.	Female.	29 years.	26 years.	6 7 29	Acute dilatation of heart; chronic myelitis.	211
45.	Female.	35 years.	33 years.	0 3 8	Broncho-pneumonia terminating status epilepticus.	212
46.	Female.	22 years.	6 years.	10 10 6	Pulmonary tuberculosi.	213
47.	Male.	36 years.	24 years.	4 4 2	Broncho-pneumonia; interstitial nephritis, brown atrophy of heart muscle.	214
48.	Male.	55 years.	33 years.	5 0 6	Terminal pneumonia, following exhaustion; brain tumor.	215
49.	Female.	22 years.	20 years.	0 8 11	Pulmonary tuberculosi.	216
50.	Male.	40 years.	13 years.	5 10 5	Lobar pneumonia.	217
51.	Female.	16 years.	16 years.	2 2 0	Tubercular broncho-pneumonia.	218
52.	Female.	29 years.	18 years.	0 1 28	Pulmonary oedema; status epilepticus.	219
53.	Female.	57 years.	38 years.	0 11 21	Chronic nephritis; pulmonary tuberculosi.	220
54.	Female.	31 years.	16 years.	2 0 0	Drowning; probably during seizure.	221
55.	Male.	46 years.	46 years.	10 4 9	Pulmonary oedema; status epilepticus.	222
56.	Male.	44 years.	43 years.	7 4 28	Tubercular pneumonia.	223
57.	Male.	34 years.	32 years.	0 2 13	Broncho-pneumonia; epileptic seizure.	224
58.	Male.	37 years.	16 years.	7 1 16	Pulmonary oedema; status epilepticus.	225
59.	Male.	27 years.	10 years.	0 4 9	Broncho-pneumonia, following serial convulsions.	226
60.	Male.	71 years.	14 years.	9 1 21	Carcinoma of bladder; terminal broncho-pneumonia.	227
61.	Male.	29 years.	23 years.	8 11 22	Pulmonary tuberculosi.	228
62.	Male.	40 years.	20 years.	0 5 23	Pulmonary tuberculosi.	229
63.	Male.	25 years.	14 years.	13 1 7	Broncho-pneumonia and erysipelas.	230
64.	Male.	19 years.	10 years.	4 4 4	Tubercular enteritis; catarrhal dysentery.	231
65.	Female.	48 years.	35 years.	0 5 15	Pulmonary tuberculosi; toxemia from trophic ulcer.	232
66.	Male.	15 years.	12 years.	2 10 18	Pulmonary oedema, following serial convulsions.	233
67.	Male.	44 years.	18 years.	10 3 10	Chronic nephritis; pulmonary tuberculosi; cardiac hypertrophy.	234
68.	Female.	38 years.	31 years.	1 1 19	Epileptic seizure.	235

69	Female	22 years	12 years	7	4	8	Pulmonary tuberculosis	220
70	Female	46 years	21 years	10	4	18	Endocarditis; broncho-pneumonia	221
71	Female	16 years	17 years	0	11	8	Pulmonary tuberculosis	222
72	Female	33 years	9 years	5	6	2	Pulmonary tuberculosis	223
73	Male	26 years	19 years	0	6	11	Pulmonary tuberculosis	224
74	Female	32 years	22 years	0	10	21	Pulmonary tuberculosis	225
75	Male	27 years	11 years	10	8	27	Serial epileptic seizures; cardiac dilatation	226
76	Male	29 years	15 years	9	11	28	Serial epileptic seizures; pulmonary congestion	227
77	Female	39 years	27 years	7	18	19	Pulmonary oedema, following serial seizures	230
78	Female	36 years	21 years	0	10	18	Epileptic seizures; acute dilatation of heart; hydrocephalus	231
79	Female	22 years	12 years	3	9	13	Pulmonary tuberculosis	232
80	Female	57 years	56 years	13	3	4	Ovarian cyst; chronic nephritis; pulmonary tuberculosis	233
81	Male	38 years	21 years	13	3	3	Broncho-pneumonia; hypostatic congestion	234
82	Male	19 years	8 years	3	6	28	Serial epileptic seizures	235
83	Male	45 years	28 years	3	6	24	Serial epileptic seizures	236
84	Female	29 years	28 years	3	9	21	Cardiac dilatation, terminating serial seizures	237
85	Male	48 years	47 years	0	10	25	Lobar pneumonia; pulmonary tuberculosis	238
86	Male	23 years	12 years	3	4	21	Tubercular pneumonia	239
87	Male	35 years	19 years	4	4	24	Pulmonary tuberculosis	240
88	Male	37 years	18 years	6	10	15	Acute dilatation of heart; epileptic seizures	241
89	Male	43 years	30 years	2	11	23	Cardiac dilatation; interstitial nephritis; Lepto-meningitis	242
90	Male	27 years	16 years	12	32	0	Pulmonary tuberculosis	243
91	Female	23 years	12 years	5	11	5	Pulmonary tuberculosis	244
92	Female	33 years	17 years	10	9	25	Dilatation of right heart; epileptic seizure; tuberculosis	245
93	Female	26 years	16 years	4	8	3	Cardiac dilatation; serial convulsions	246
94	Female	23 years	15 years	9	5	22	Acute millary tuberculosis	247
95	Male	39 years	33 years	3	2	15	Suffocation during seizure	248
96	Male	11 years	10 years	0	1	28	Broncho-pneumonia	249
97	Male	38 years	28 years	0	7	2	Pulmonary tuberculosis	250
98	Male	11 years	10 years	0	9	2	Serial epileptic seizure	251
99	Female	55 years	20 years	13	4	8	Pulmonary tuberculosis	252
100	Female	8 years	6 years	1	5	14	Broncho-pneumonia, following status and pulmonary oedema	253
101	Male	45 years	45 years	0	3	8	Erysipelas; broncho-pneumonia	254
102	Male	44 years	27 years	13	5	25	Epileptic seizure; fall on fence, striking on neck; dilatation of right heart	255
103	Male	24 years	13 years	8	0	0	Pulmonary tuberculosis	256
104	Female	22 years	20 years	1	10	25	Exhaustion and pulmonary oedema	257
105	Female	14 years	10 years	0	6	22	Acute dilatation of right heart; epileptic seizure	258
106	Male	40 years	16 years	0	1	23	Epileptic seizure	259
107	Male	27 years	16 years	6	10	0	Epileptic seizure	260
108	Male	21 years	19 years	1	9	18	Terminal broncho-pneumonia, following seizures; pulmonary tuberculosis	261
109	Male	27 years	21 years	2	6	0	Broncho-pneumonia	262

REPORT
OF THE
COMMITTEE ON THE BLIND.

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VOL. I — 12

REPORT
OF THE
COMMITTEE ON THE BLIND.

To the State Board of Charities:

During the year the Committee on the Blind and the Board's inspectors made the usual visitations to the two schools for the blind which are in receipt of public moneys. These institutions are passing through a new stage of development. The State school at Batavia has a new principal, Mr. Charles E. Hamilton, formerly superintendent of schools at Newark, N. Y., and to some extent has been reorganized, to the end that greater attention may be given to certain essential features of the curriculum than they have received heretofore. The New York Institution for the Blind, located in New York City, is making preparations for the removal of the school work to a new location, and the managers are endeavoring to conserve its interests and dispose of the property on Ninth avenue to the best advantage in order that the greater institution which they intend shortly to establish shall start under the most favorable auspices.

The number of blind persons of school age in the State of New York has increased during the year, but the efforts made by this Board, by the Association for the Blind and other societies, and by the president of the board of managers of the State School for the Blind at Batavia to educate the people in regard to the perils which beset the new-born child, must tend to decrease the number of blind and be productive of great good in the future. It has been estimated that 80 per cent. of children now in the schools for the blind are there in consequence of blindness contracted in earliest infancy, which could have been prevented had physicians, nurses and mothers taken ordinary precautions in safeguarding the new-born. There can be no doubt that the dissemination of information concerning the causes of ophthalmia in the new-born should be widespread, and

that every physician and midwife should make it their duty to protect helpless infancy as far as possible.

In the New York Institution for the Blind the curriculum follows the lines which are approved in the best schools in the country. In fact, the institution has been a pioneer in concentrating its efforts upon the mental development of pupils, leaving the acquisition of trades and technical skill in industries to other times than the brief years of school life. The system of concentrating effort upon mental development now obtains in the State School for the Blind at Batavia. Although manual industrial work is taught there, the students engaged in learning special trades are generally those of older grades. They frequently represent the type which will be more or less dependent through life. In these days, when so much of our manufacturing is done by machinery, the blind workman stands little chance for success in competition with seeing labor in trades which require machinery for rapid production. Fortunately, however, new avenues open to the blind through the use of the typewriter, the dictograph, and the small reporting writing machine known as a stenograph, by which the blind can take dictation to be later transcribed upon the typewriter. Then, too, many mercantile establishments find place for bright blind men and women who can take charge of certain clerical work which can be performed within a limited space and which requires intelligent recognition of location and other details. Several blind persons have proved remarkably successful as telephone switchboard attendants, and in the line of massage, blind persons have a comparatively open field which is recognized in some parts of the country, for attention is now directed to the training of such persons as operators. After all, the well-trained mind is for the blind, as for the seeing; the key that can open many doors, and the schools should give such instruction as is best calculated to arouse and develop the mental powers.

The statistics of the two schools are embodied in the statistical volume which forms part of the Board's annual report. They show that the State of New York is not niggardly in appropriations for maintenance, and that our schools compare favorably with the best in this country. They own property valued

\$2,151,833 and have equipments and investments worth \$415,089. The State contributed \$105,336.29 to their support, and from counties and other sources, including \$163,196.66 for sale of real estate, they received \$440,011.97 more. Their total expenditures, including investments and purchase of real estate, were \$542,108.34. The total number of pupils was 376, of whom 10 were over 21 years of age.

Respectfully submitted,

WM. H. GRATWICK,
STEPHEN SMITH,
AUGUSTUS FLOYD,

Committee on the Blind.

Albany, N. Y., December 31, 1909.

REPORT
OF THE
COMMITTEE ON THE DEAF.

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REPORT
OF THE
COMMITTEE ON THE DEAF.

To the State Board of Charities:

Your Committee on the Deaf has given careful attention to the operation of the law of 1907, which has now had ample opportunity to be tested. This legislation made a school year, for State pupils, forty weeks and regulated payments so that the several schools were reimbursed in four periods of ten weeks each. This differed from the former schedule of payment, in quarterly calendar months, including the vacation period, which is still the basis upon which the county pupils are paid for. The new State plan is found to operate to the disadvantage of the schools. The financial condition of the several schools has not improved under this law. The managers of all the schools are in agreement on the difficulties experienced with the new law and the confusion which results in the scheme of separate pay for children under twelve years of age and those over that age. The students of the several schools for the deaf have always been divided into two groups, i. e., State pupils, being graduates from the lower classes over twelve years of age who continue their school course on a certificate of appointment from the State Education Department, or any educable deaf or mute persons over the age of twelve who for special reasons are approved by the State Department; and county pupils being all children under twelve years of age by the present laws nominated as pupils by the local authorities, the payment for maintenance being borne by the county in which the pupil had a residence. In the case of indigent State pupils a charge of \$30 each per annum is allowed against the proper counties for clothing.

We believe that the best interests of the deaf children as well as of the school organization would be served if the laws now governing were amended to place entire jurisdiction of the matter

of appointment and payment for education of all indigent deaf-mutes, without distinction as to age, in the hands of the State, with provision for a proportionate per capita charge upon the counties for maintenance, including clothing. The maintenance charge for all indigent Indian deaf children should also be borne by the State, through the Department of State, Alien and Indian Poor. The education of the deaf is peculiarly the concern of the State at large and we believe that every facility and encouragement should be extended to these schools to bring them up to the highest degree of usefulness and efficiency. We are convinced that the present yearly per capita of \$300 is not adequate compensation for the work done in the schools and does not permit a reasonably good standard of maintenance. The rate for the present should be fixed at \$325.

We find another phase of the situation which operates inequitably and that is the care of friendless children during the vacation period of twelve weeks. Under the State schedule there is no allowance made for the support or care of this group. A recent census taken at the schools develops that about 10 per cent. of the entire population are of this friendless, homeless character. This past year the total number cared for at school expense during the vacation term was 174, distributed as follows:

The New York school	46	friendless pupils
The Buffalo school	35	" "
The Lexington avenue, N. Y. school..	17	" "
The St. Joseph's schools, N. Y. (3) ..	37	" "
The Rome school	11	" "
The Rochester school	20	" "
The Malone school	4	" "
The Albany school	4	" "
<hr/>		
Total	174	" "
<hr/>		

The more study we give the present situation the more we are impressed with the necessity of remedial action by the Legislature.

The attendance for the year 1909 shows a gain over that of 1908; an encouraging feature shown in the analysis of the total census as given in greater detail in the statistical tables published by this Board, is the growing number of young children coming to the schools. We see in this a disposition on the part of parents and friends to greater confidence in the schools and their realization that youthful minds learn more readily. We believe that there are still many children in the State who through the misguided affection of parents or guardians are kept at home without proper educational training; for such, attendance can be secured only through compulsory measures. We again recommend that the education laws of the State be amended to include in its provision the compulsory attendance, at duly incorporated schools for the deaf, of all deaf children between the ages of five and twenty years.

We find that 54 per cent. of the pupils in these schools are State pupils and that 43 per cent. is the county proportion, leaving 3 per cent. representing the number not under public support, as shown by the following table of attendance:

	State pupils.	County pupils.	Private pupils.
The New York school	311	180	12
The Buffalo school	90	64	17
The Lexington avenue school	163	159	..
The St. Joseph's schools (3).....	147	171	28
The Rome school	85	52	..
The Rochester school	106	68	3
The Malone school	50	33	1
The Albany school	17	30	..
<hr/>			
Total	969	757	61
<hr/> <hr/>			

Grand total, 1,787.

The usual visitations and inspections have been made during the year and the character of general care and education noted. We find a steady progress is being made and that in the equip-

ment of the industrial and manual training departments a notable advance is apparent.

We note with pleasure the excellent health record for the year.

Respectfully submitted,

RALPH W. THOMAS,
RICHARD L. HAND,
THOMAS M. MULRY,

Committee on the Deaf.

ALBANY, *December 31, 1909.*

REPORT
OF THE
COMMITTEE ON THE THOMAS INDIAN SCHOOL.

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REPORT

OF THE

COMMITTEE ON THE THOMAS INDIAN SCHOOL.

To the State Board of Charities:

At the beginning of the fiscal year there were 100 children present in this institution, and in the twelve months to September 30, 1909, 30 more children were enrolled, and when to these are added those temporarily absent from school at the beginning of the year, the total number under instruction for the period was 184. These represent the five Indian reservations in the northern and western part of the State. The four reservations in the western counties — the Onondaga, Allegany, Tonawanda and Cattaraugus — had approximately equal numbers of children in attendance. The St. Regis reservation located in the northeastern corner of the State had only four children. More pupils could have been cared for had there been dormitories for them, but the Legislature failed to make the appropriation required for the final dormitory building, and the capacity continued as heretofore. However, it is understood that the present Legislature will make an appropriation for the final dormitory building, and that, when completed, will provide for all buildings of the original plan except that intended for industrial training. This building will be at the opposite end of the arc to that occupied by the present school building and there will be a connecting corridor from the latter to the former by which the children of the several dormitories will have a covered way to each of the buildings of the school group. The Indian children cared for here are orphans or destitute children who must depend upon the State for care and maintenance. The majority are under thirteen years of age and the school is equally divided between boys and girls. The course of instruction contemplates ordinary school work and industrial training, the latter including Sloyd, carpentry, chair caning and farming for the boys, and sewing, dressmaking and other domestic work for the girls. So many children are of tender years that

much of the farming must be done by hired help. In spite of this, however, the farmer has a class of boys who, under his direction, are able to do effective work in the gardens and to compete successfully with neighboring farms in the production of crops. Several of the boys receive instruction in carpentry and assist in making repairs upon the buildings. One or two are taking an interest in electrical work and the engine room furnishes instruction for older boys who are able to work around the boilers and machinery.

The new barn has replaced the barns burned on July 31, 1908, and it will be ready for the reception of the crops of the present year. The average amount of land under cultivation is ninety-five acres, and the boys who have been employed upon it have produced about 1,000 bushels of potatoes.

With better facilities, the school would be able to accomplish much more than at present, and your committee renews its recommendations for its full equipment. An additional dormitory cottage and an industrial building are needed, enclosed corridors should be erected in place of the exposed walks which now connect the cottages and school building, and the schoolhouse should be enlarged to afford ample classrooms for all the children who are to be taken into the school.

Respectfully submitted,

WM. H. GRATWICK,
HORACE MCGUIRE,
ANNIE G. BOLTON,

Committee.

ALBANY, *December 31, 1909.*

REPORT

OF THE

COMMITTEE ON THE NEW YORK STATE HOSPITAL
FOR THE CARE OF CRIPPLED AND DEFORMED
CHILDREN, WEST HAVERSTRAW, NEW YORK.

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granted a leave of absence to regain health. All the chief positions are filled temporarily. We do not view with favor the present plan of the medical service. The resident physician should be a man with special training in orthopædic work.

THE GENERAL HEALTH.

The general health of the patients has not been so good as heretofore. There has been some diphtheria and more recently malaria, at one time as many as fifteen cases. The children of neighbors in the immediate vicinity have also had malaria. It is quite likely that the wet lands now being filled in and drained have contributed to this condition. There has been no death this year.

STATISTICS.

The statistics for the year are:

Normal capacity, 46 beds.

Total admissions since institution opened.....	197
Discharges to October 1, 1909.....	151

Present October 1, 1909.....	46
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Number of applicants since October 1, 1908, to October 1, 1909.....	102
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Found ineligible	5
------------------------	---

Not accepted due to treatment at other hospitals.	7
---	---

Admitted	17
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	29
--	----

Present waiting list of eligibles.....	73
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The average duration of stay of patients who have been discharged is 1 year, 5 months, 28 days.

The average duration of stay of patients not discharged is 1 year, 9 months, 25 days.

Total continued and discharged, 1 year, 7 months, 27 days.

A further analysis shows that of the 151 discharged since the opening of the hospital, the medical reports indicate a division as follows:

Cured	55
Improved	85
Unimproved	7
Died	3
Withdrawn by parent	1

THE SCHOOL AND INDUSTRIAL WORK.

The school course is under the direction of one teacher and covers both scholastic and industrial instruction. A kindergarten and better general equipment for school work are needed.

The general schedule at present followed is:

Morning Session, 9 to 11.45.

Number of pupils enrolled.....	23
Grades represented	4

Nature of work, primary.

Beginning grade (nine pupils):

Study of sounds.

Drill work in words containing these sounds. Writing from copies.

B grade (four pupils):

Phonics: Reading in the first part of first reader.

Individual work, spelling, easy number work, writing.

C grade (four pupils):

Reading, individual work in second part of first reader; spelling; easy number work; writing; phonics.

These children are nearly ready for second readers.

D grade (two pupils):

Reading, third readers; sight reading; second reader.

Individual work, writing with ink; beginning language work.

Afternoon Session, 2 to 4.

Number of pupils enrolled.....	14
Grades	3

Nature of work, intermediate and advanced.

Third grade (four pupils):

Reading (third readers); spelling, arithmetic (multiplication); language.

Fourth grade (seven pupils):

Reading (fourth readers); spelling; language. These subjects four times a week. Arithmetic daily. Geography and physiology once a week.

Advanced grade (three pupils):

Bookkeeping, 1 day, making 2 hours a week.

Algebra, 1 day, making 2 hours a week.

Arithmetic, 3 days of the week.

Grammar, 2 days of the week.

History, 1 day of the week.

Spelling, 1 day of the week.

After the regular school hours, four children receive bedside instruction. The general school attendance varies, because of illness, broken braces, etc. Industrial training is confined to raffia work, simple sewing, embroidery and chair caning. If the hospital building were more commodious a better room might be given to the school and provision made for the very young children of kindergarten age. It is doubtful if relief can be given until a new hospital building is provided. The most pressing need of the institution is a new hospital building planned to enable it to do its work more scientifically.

Respectfully submitted,

AUGUSTUS FLOYD,
ANNIE G. BOLTON,
STEPHEN SMITH,

Committee.

ALBANY, December 31, 1909.

REPORT
OF THE
COMMITTEE ON SANATORIA FOR CONSUMPTIVES.

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REPORT

OF THE

COMMITTEE ON SANATORIA FOR CONSUMPTIVES.

To the State Board of Charities:

Your Committee on Sanatoria for Consumptives submits herewith its annual report. During the year widespread attention has been given in the State to the proper treatment and prevention of tuberculosis. Conspicuous among the agencies engaged in a campaign to educate the people on the subject are the State Charities Aid Association and the State Board of Health. In their campaign of publicity methods were used which appealed to the wideawake American public. Advertisements were used, the psychological principles of interest and attention were followed, art was called in, the lecture platform was employed, and folders, leaflets and newspaper articles were widely circulated. Besides these an emblem was adopted to serve as a reminder that tuberculosis is a preventable disease, terse mottoes were repeated and reprinted until they have become known everywhere in the State. Thus by persistent work with pictures, lantern slides, models, charts, statistics, talks, sermons, committees, day camps, open air schools, clinics and sanatoria these societies and many others are teaching the great public the prophylaxis of the disease. Physicians, social workers, clergymen, laymen and other public spirited persons are joined in the great work. The President of the United States and the Governor of the State have spoken in behalf of the propaganda and important legislation has been enacted looking to the proper care of the disease. Labor organizations have started day camps to care for their own members, and industrial and other corporations have established sanatoria for tuberculous employees and policy holders. The slogan "No Uncared-for Tuberculosis in New York State in 1915" and the more sanguine watchword "No Tuberculosis in 1920" are heard now on every side. Cities with high death rates from tuberculosis are now accorded unpleasant publicity and other

communities in which the disease is prevalent are under close scrutiny. A clean bill of health is a matter of civic pride, and an epidemic of a preventable disease a disgrace. During the year 1909, more than 41,000 patients were under treatment in institutions, clinics and dispensaries in this State for tuberculosis in its various forms, and \$1,669,179.76 was expended by public and charitable agencies in the treatment and prevention of the disease.

The State maintains at Raybrook, Essex county, New York, a State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, with a capacity for approximately 200 patients. The average number of patients during the year was 166, at an average weekly cost of \$8.95 for support. The 274 patients discharged during the year claimed residence in the following counties of the State:

Albany	15	Monroe	7
Cattaraugus	2	Montgomery	1
Chautauqua	1	New York	149
Chemung	4	Niagara	1
Clinton	2	Oneida	6
Columbia	3	Onondaga	11
Dutchess	4	Ontario	2
Erie	37	Rensselaer	14
Essex	1	St. Lawrence	2
Fulton	3	Schenectady	1
Herkimer	2	Ulster	2
Jefferson	1	Westchester	3

Of these, 272 were medical discharges and 2 for discipline. Two hundred thirty-one of these patients remained three or more months with the following results:

Status	Incipient 55.4%	Moderately advanced 34.2%	Advanced 9.95%	Non- tubercu- lous 44%	Total 100%
Apparently cured	100-78.18%	16-20.02%	1- 4.35%	...	117-50.66%
Arrested	18-14.07%	44-55.69%	10-43.47%	...	72-31.10%
Improved	3- 2.34%	14-17.72%	6-26.09%	...	23- 9.95%
Unimproved	7- 6.46%	5- 6.48%	5-21.74%	...	17- 7.35%
Died	0	0	1- 4.35%	1	2- .44%
Totals	128	79	23	1	231-100%

A hospital created solely for the treatment of incipient disease should above all things be able to receive its patients as soon as

they make application. This has not been the case at Raybrook. The average length of time which elapses between the receipt of an application and the actual admission of the patient is one hundred days, long enough for the disease, if active, to become fastened on the patient. This anomalous situation will presently be remedied, for plans are under way to double the capacity of the hospital. Chapter 154, Laws of 1909 (special act) appropriated for the west pavilion with connecting corridor, laundry and connecting porches, and for alterations in the main building to provide additional kitchen, dining room, and storeroom facilities, \$99,500; for a new power-house, coal pockets and stack, \$33,000; for a railroad switch into the coal pockets, \$3,000; for conduit and piping from main building to the new power-house, \$16,100; for new power plant equipment, \$8,400; for new electric unit, new electric feeder cables, moving present electrical equipment and installing switchboard, \$4,800; for additional sewage disposal bed, \$3,000; for equipping the west unit, \$8,000; for east pavilion with connecting corridor and connecting porches, \$87,500; for additional power equipment, including two additional boilers, etc., \$10,000; for the construction of a reservoir to contain one million gallons, and for repairs to present dam, including fire pump and new water lines, \$26,000; and for equipping east unit, \$8,000. The hospital will have an ultimate capacity of 340 patients.

City, county and State authorities must work together if tuberculosis is to be eradicated. The State hospital at Raybrook was intended as an object lesson to the counties and cities in the treatment of tuberculosis by proper outdoor life, rest, nourishment, and constant medical supervision. It is located in the Adirondacks at an altitude of 1,625 feet, and has 516 acres of land adjoining the forest preserves. While a change of climate is often beneficial, especially in incipient cases, it is not practicable to remove many consumptives to places distant from their homes. The majority of those who need public care belong to the laboring classes and as soon as recovered they must return to their work. It is best to cure these people in a climate the same or nearly the same as that in which they must work, for experience has shown that while this kind of cure may take a little longer, the danger of relapse is decreased.

In locating a county or city sanatorium the following rules, laid down by an authority on the subject, should be borne in mind: "The patient will do better in the outskirts of the city than in the city proper; better in the higher parts of the locality than in the lower; better in a clear or relatively clear, dustless atmosphere than in a dusty one; better in a pure, smokeless, or relatively pure and smokeless locality, than in one full of smoke and odors; better in a locality where he may get the benefit of whatever sunshine there is than in a valley, cañon, or narrow street surrounded by high buildings; better where there are few houses than many; better where there are relatively few people than where there is overcrowding; better where there is little traffic and little noise than the reverse."

Chapter 341, of Laws of 1909, amended the County Law by adding ten new sections relative to the establishment and management of county hospitals for the care of consumptives. By it boards of supervisors are empowered, by a majority vote, to establish county hospitals for tuberculosis, to acquire land therefor, erect all necessary buildings, provided that the plans are approved by the State Commissioner of Health, to levy taxes for the maintenance thereof, appoint a board of five managers for the term of five years each, and accept gifts and bequests for the benefit of the hospital.

Henceforth no special legislation will be required before a county can establish a tuberculosis hospital. New York State is not alone in this matter. Five other States — Illinois, Iowa, Ohio, Minnesota, and Virginia — have passed laws giving power to erect local hospitals for tuberculosis. In New York State county hospitals have already been provided for in Ontario and Monroe counties, and they are being considered in Onondaga, Oswego, Cortland, Albany, Jefferson and Schenectady counties. Erie, Oneida, Chemung and Rensselaer counties have already established hospitals. Tuberculosis hospitals were given to the cities of Elmira and Newburgh through private philanthropy, to the former by Mr. and Mrs. Rapelyea, and to the latter by ex-Governor Odell.

In the fall of 1909 the New York City board of health had record of 20,000 cases of tuberculosis, whose whereabouts were

unknown, and estimated that not less than 8,000 cases of the disease were at large in the most crowded parts of the city. In view of this, prominent physicians asked the Board of Estimate and Apportionment for an additional appropriation of \$487,250 to fight the disease. The money, if granted, would be distributed as follows: Department of Health, \$372,660; Board of Education, \$22,140; Bellevue and Allied Hospitals, \$17,460, and the Department of Charities, \$75,000. The economic loss in New York City due to tuberculosis is estimated to be \$15,000,000 annually.

A law is needed to permit health officers to remove tuberculosis patients from their homes to hospitals, unless they are convinced that the home care of patients is satisfactory, and such as not to spread the disease. Compulsory care and segregation of tuberculosis patients is necessary, and to this end every community should have adequate hospital facilities for the treatment of the disease. In the fifth annual report of the Henry Phipps Institute it is stated that 25.81 per cent. of the patients treated by the institute during the year contracted tuberculosis from the preceding generation, 29.37 per cent. from the immediate generation, 3.55 per cent. from a succeeding generation, 8.87 per cent. from consort's family, 11.06 per cent. from fellow employees, and 4.64 per cent. from contaminated houses. Thus over 55 per cent. gave a family relationship of some kind as a cause for their disease. This leads to the conclusion that education by itself cannot accomplish much in the prevention of tuberculosis. For effective prevention isolation of the advanced cases is necessary, and your committee recommends that steps be taken in New York State to provide treatment for and enforce the isolation of all advanced cases of tuberculosis.

Respectfully submitted,

STEPHEN SMITH, M. D.,
S. W. ROSENDALE,
RICHARD L. HAND,

Committee.

Albany, New York, October 1, 1909.

REPORT
OF THE
COMMITTEE ON STATE AND ALIEN POOR.

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REPORT
OF THE
COMMITTEE ON STATE AND ALIEN POOR.

To the State Board of Charities:

This committee has general supervision of the Department of State and Alien Poor, which carries on the inspection of all State and municipal charitable institutions, county almshouses and the homes of placed-out children. Certain executive duties relating to the care and final settlement of State, nonresident, alien and Indian poor also devolve by law upon the Superintendent of State and Alien Poor.

The special inspector of State charitable institutions makes inspections and special investigations in the State institutions, and his reports when adopted by the State Board of Charities are sent to the managers of the several institutions. The nature of this work is reported by special committees of the board.

Two inspectors are assigned to almshouse inspection, and the inspection of municipal lodging-houses, county hospitals, and orphan asylums conducted by counties or cities. These institutions were inspected twice during the year, and their present condition is shown in the reports of the Committee on Almshouses and of the commissioners of the several judicial districts.

The inspector of placed-out children visits all children placed out by public Poor Law officers and the Catholic Home Bureau, but for lack of time is unable to visit an equal number of children placed out by other organizations and institutions. The services of an additional inspector are needed. The Committee on Placing Out of Children reports the details of this work.

The alien and nonresident removal work is conducted by the Superintendent of State and Alien Poor with the assistance of three agents in New York and one in Buffalo, and the occasional help of county superintendents of the poor. As provided by law, these agents enter public hospitals, almshouses and other chari-

table institutions, and examine such aliens and nonresident poor persons as are found there. A preliminary diagnosis made by the attending physician states the nature of the disease or disability, whether the cause of dependence arose prior or subsequent to the arrival of the poor person in New York State, whether he is likely to remain a permanent charge on the public, and if he is able to travel. If there is no likelihood of permanent dependence, the case is discharged from further consideration by the department. Nonresident poor persons are returned to their place of residence upon verification of their legal settlement in some other State. Aliens are either deported by the United States Immigration Service, removed by the State Board of Charities or discharged to care for themselves.

There are three general classes of aliens deportable by the United States, namely, those who enter in violation of law, being members of some excluded class of immigrants, those who become dependent within three years after landing, whose cause of dependence existed prior to landing in America, and those who become dependent within one year after landing from causes arising subsequent to landing, provided in this case that the alien desires to be returned to his former home. The first two classes are returned by the Government without expense to the State; the third class is returned at Government expense for ocean transportation, but the State must pay for the delivery of the alien on board the vessel free of expense to the Government. The Government will not return aliens who have lived in America more than three years, in any event, nor those here more than one year unless a physician certifies in writing that the disabilities existed prior to entry in America. These cases, if removed, must be sent at the expense of the State, unless the Consulates or friends furnish transportation. The cases of foreign seamen and certain other cases are referred to the consuls of the countries concerned. Of 1,153 persons removed from the State during the fiscal year ending September 30, 1909, 576 were nonresidents, and 577 aliens. The Government bore the expense of removing 201 aliens, and the State removed the remaining 376.

The Legislature of 1908 appropriated \$20,000 for maintenance of State and Indian poor, and transportation of aliens and non-

residents and a deficiency appropriation of \$5,000 was made by the Legislature of 1909. Almost \$12,000 was required for maintenance, leaving \$13,000, which was used for the removal of 1,153 nonresidents and aliens. More removals could properly have been made had the appropriation been larger. The appropriation for next year should be \$30,000.

The report of the Superintendent of State and Alien Poor is attached and attention is called to the tables showing the age, religion and cause of removal of nonresidents and aliens removed from the State. It is significant that over half the removals are of persons between the ages of sixteen and thirty-five years, or at the period of greatest industrial efficiency. However, the causes for removal are not mainly economic. Twenty-four persons were removed because of industrial inefficiency and thirty-four for lack of work. This is a small number compared with 570 removed on account of illness. Two hundred twenty-three cases of tuberculosis were removed. Among the social causes of dependence are several which point to unfortunate conditions in American life. Thirty women became dependent and were removed because of the desertion of their husbands. As many more women were removed for pregnancy due to immoral life, and fourteen common prostitutes were deported. Fifty young men and boys who were roaming about the country by stealing rides on freights were returned to their parents, and fifty other men who were physically disabled because of industrial accidents or as the result of debauches, were removed from the State. The number of venereal cases is always large. Forty-five persons removed were afflicted with syphilis in an active form. As many others had gonorrhœa. Of all persons removed 687 were taken from institutions in New York City, and 479 of these were aliens. About one-third of these aliens had been improperly admitted to the country. The other two-thirds were persons of sound health and apparent industrial efficiency, who within about five years of their arrival in New York City have succumbed to conditions of ill health, immorality or in some cases lack of work, which rendered them permanently dependent. These aliens are not so much at fault, as the overcrowded New York tenements, the sweat shops, the white slave trade, and social conditions which make it easy for men to

desert their families. Most of the 223 cases of tuberculosis were those of New York City aliens. There is evidently need of more care in safeguarding the health and morality of the young aliens who come so hopefully to our shores.

Respectfully submitted,

DENNIS McCARTHY,
AUGUSTUS FLOYD,
W. H. GRATWICK,

Committee.

ALBANY, *December 31, 1909.*

REPORT
OF THE
SUPERINTENDENT OF STATE AND ALIEN POOR.

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REPORT
OF THE
SUPERINTENDENT OF STATE AND ALIEN POOR,

To the State Board of Charities:

The Superintendent of State and Alien Poor is appointed by the State Board of Charities, under chapter 55 of the Consolidated Laws, which requires him to visit, either in person or by representative, each State almshouse at least once every three months, and to examine into the condition and needs of all State poor persons. It is his further duty to provide when practicable for the return to their legal residence of all aliens and nonresidents committed as poor persons to public charitable institutions. He has complied with the requirements of the law during the past fiscal year, and made the investigations and inspections regularly.

The State Board of Charities, through its Department of State and Alien Poor, has returned, during the fiscal year ending September 30, 1909, 1,153 persons to their homes in other states or countries when such removal at public expense was necessary. Of this number, 576 were residents of other states, and 577 were aliens.

STATISTICS — STATE POOR.

During the fiscal year ending September 30, 1909, the total number of State poor provided for pursuant to the provisions of chapter 55 of the Consolidated Laws was 632 as against 729 during the previous fiscal year, a decrease of 97.

The changes during the year, as compared with the preceding year, were as follows:

	Year ending Sept. 30, 1909	Year ending Sept. 30, 1908
Number of State poor provided for	632	729
Discharged as able to go out and care for themselves	221	280
Absconded	39	64
Removed to their homes or places of legal settlement in other States and countries..	292	280
Transferred to State hospitals	3	3
Otherwise provided for	18	21
Died	19	17
Remaining in almshouses year ending Sep- tember 30, 1909, males, 35; females, 5; year ending September 30, 1908, males, 54; females, 9	40	63
Remaining in orphan asylum	0	1

The expenditures on account of State poor for the fiscal year have been \$14,203.82, as compared with \$16,191.72 for the preceding year. These expenditures were distributed as follows:

For care and maintenance in

	Year ending Sept. 30, 1909	Year ending Sept. 30, 1908
State almshouses	\$7,621 21	\$8,913 86
For care and maintenance in orphan asylums	75 85	76 00
For removals to State almshouses.	373 96	111 29
For removals from State alms- houses to their homes in other States and countries	1,595 36	3,179 76
For miscellaneous expenses, trav- eling expenses and printing....	4,537 44	3,910 81
Total	\$14,203 82	\$16,191 72

The per capita expense was \$22.47, as against \$22.21 in 1908, and \$22 in 1907.

Thirty-six years have elapsed since the State Poor Law became operative, during which time 49,620 persons have been committed to State almshouses, a yearly average of 1,378. Of these, 38,762 were males and 10,858 females. This large number has been disposed of as follows: Discharged as able to provide for themselves, 14,617; provided for by adoption or in families as self-supporting, 87; otherwise provided for, 78; absconded, 2,575; transferred to State hospitals, 269; sent out of the State to their friends or places of legal settlement in other States or countries, 30,926; died, 1,028; thus leaving under care September 30, 1909, 40 in almshouses, as follows: At the Albany State almshouse, 2; at the Broome county State almshouse, 9; at the Erie county State almshouse, 3; at the Jefferson county State almshouse, 4; at the Kings county State almshouse, 0; at the Monroe county State almshouse, 5; at the New York City State almshouse, 2; at the Oneida county State almshouse, 8; at the Onondaga county State almshouse, 3; at the St. Lawrence county State almshouse, 4.

STATISTICS — ALIEN POOR.

During the fiscal year ending September 30, 1909, 577 alien poor were removed to their homes in other countries. These were found in almshouses, hospitals, and other charitable institutions in this State, and their condition at the time of landing in this country, as brought out by the inquiries, was as follows: Vagrant and destitute, 14; diseased, 173; children, 105; sick and disabled after landing, 285.

By their own statements and those of the United States Bureau of Immigration, they were found to have landed as follows: At the port of New York, 464; at other United States ports, 40; at Canadian ports, 62; unknown, 11; forty-three of these aliens were State poor.

After careful examination these persons were returned to their homes as follows: To Africa, 1; Argentine Republic, 1; Austria, 82; Bohemia, 1; British Guiana, 1; Bulgaria, 1; Canada, 59; Cuba, 1; Denmark, 5; England, 43; Finland, 3; France, 8; Germany, 36; Greece, 15; Holland, 2; Hungary, 42; Ireland, 27; Italy, 77; Macedonia, 1; Mexico, 1; Montenegro, 1; Newfoundland, 6; Norway, 10; Nova Scotia, 1; Panama, 1; Persia, 1;

Peru, 2; Portugal, 1; Roumania, 4; Russia, 96; Scotland, 6; Serbia, 1; Spain, 6; Sweden, 4; Switzerland, 2; Syria, 4; Turkey, 4; Wales, 1; West Indies, 19.

The total expenditures for these removals was \$10,788.51, the average per capita, \$18.05. Since this act went into effect in 1880 up to September 30, 1909, there have been 6,009 removals, at a total expenditure of \$125,636.58, an average per capita cost of \$20.91.

STATISTICS — NONRESIDENT POOR.

Besides alien and State poor removed during the fiscal year ending September 30, 1909, there were 327 nonresident poor persons sent to their homes in other states, under the provisions of chapter 55 of the Consolidated Laws, namely: To Alabama, 1; Arkansas, 3; California, 9; Colorado, 1; Connecticut, 43; District of Columbia, 6; Delaware, 1; Florida, 1; Georgia, 2; Illinois, 24; Indiana, 5; Iowa, 2; Kentucky, 2; Louisiana, 7; Maine, 3; Maryland, 7; Massachusetts, 26; Michigan, 15; Minnesota, 5; Missouri, 1; New Hampshire, 6; New Jersey, 32; New York, 3; North Carolina, 3; Ohio, 14; Oklahoma, 1; Pennsylvania, 67; Porto Rico, 4; Rhode Island, 5; Tennessee, 1; Vermont, 15; Virginia, 5; Washington, 1; West Virginia, 4; Wisconsin, 1; Wyoming, 1.

The expenditure for these removals was \$1,960.97, making the total cost of removals of aliens and nonresidents, \$12,749.48.

SUMMARY OF REMOVALS FROM THE STATE.

Alien poor (of whom 43 were State poor)	577
Nonresident poor (of whom 249 were State poor)	576
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Total number of removals	1,153
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Ages of alien and nonresident poor persons removed from New York State during the fiscal years ending September 30, 1908 and September 30, 1909:

	1908.	1909.
Under two years of age	56	62
Two to fifteen, inclusive	237	221
Sixteen to twenty-five	370	368
Twenty-six to thirty-five	248	245
Thirty-six to forty-five	121	123
Forty-six to fifty-five	74	50
Fifty-six to seventy	52	38
Over seventy	17	27
Ages not given	29	19

The religious faiths of persons removed from the State during the fiscal years ending September 30, 1908, and September 30, 1909, were:

	1908.	1909.
Catholics	548	579
Protestants	362	404
Hebrews	225	147
Other faiths or not classified	69	23

A. Social Causes.

	Total 1908.	Total 1909.
Infancy	264	229
With dependent relatives	35	24
Death of husband	8	17
Death of wife	1	1
Deserted by breadwinner	27	32
Runaway boys	19	23
Vagrants and freight jumpers	20	31
Returned to family or institutions	44	40
Delinquent .....	....	15
Removed to safeguard morality	9	18
Prostitutes	5	14
Other causes	10	3
Total	442	447

B. Economic Causes.

	Total 1908.	Total 1909.
No means of support	65	2
Industrial depression	60	34
Industrial inefficiency	16	24
Other causes	6	17
Total	147	77

C. Industrial and Other Accidents.

Fractures and wounds	31	28
Amputations	16	13
Hernia	13
Total	47	54

D. Alcoholism and Drug Habits.

Alcoholism	14
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E. Sickness—Specific Infectious Diseases.

Tuberculosis	207	223
Syphilis	83	45
Other diseases	12	3
Total	302	271

Constitutional Diseases.

Rheumatism	34	32
Other diseases	6	3
Total	40	35

Diseases of the Digestive System.

	Total 1908.	Total 1909.
Total	17	19

Diseases of the Respiratory System.

Bronchitis	17	6
Other diseases	15	7
Total	32	13

Diseases of the Circulatory System.

Total	18	20
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Diseases of the Blood and Ductless Glands.

Total	12	34
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Diseases of Nervous System.

Neurasthenia	10	6
Paralysis	7	14
Demented and insane	10	6
Senility	9	18
Other diseases	23	17
Total	59	61

Defectives.

Epileptic	14	17
Feeble-minded	9	10
Low grade mentally	20	7
Deaf-mute	3	1
Deaf	1	3
Blind	2	10
Total	49	48

Gynecological.

	Total 1908.	Total 1909.
Pregnancy	34	34
Other conditions	9	5
Total	43	39

Other Diseases.

Total		30
Unclassified	97	1
Total	97	31
Total in 1909		1,163
Less number counted twice		10
Total number of removals		1,153

Counties Relieved by Removals.

	Alien	Non- resident	Total 1909	Total 1908
Albany	11	53	64	28
Allegany .....	....	3	3	....
Broome	2	6	8	9
Cattaraugus	2	5	7	....
Cayuga	1	3	4	....
Chautauqua	3	3	6	....
Clinton .....	....	20	20	4
Columbia	1	....	1	....
Erie	71	118	189	216
Essex	6	2	8	1
Genesee .....	....	....	....	4
Jefferson .....	....	....	....	2
Monroe	38	41	79	72
Montgomery	2	1	3	3
New York City	411	262	673	811
Niagara	5	5	10	11

	Alien	Non-resident	Total 1909	Total 1908
Oneida .....	....	7	7	....
Onondaga	4	11	15	12
Ontario	1	....	1	....
Orange	1	1	2	12
Oswego .....	....	2	2	....
Otsego .....	....	15	15	1
Rensselaer .....	....	11	11	1
St. Lawrence .....	....	....	....	4
Saratoga	5	1	6	1
Schenectady	3	....	3	3
Steuben	1	....	1	3
Suffolk .....	....	....	....	1
Tompkins .....	....	3	3	....
Ulster	2	3	5	....
Wayne	2	....	2	3
Westchester	5	....	5	....

STATISTICS — INDIAN POOR.

The total number of Indian poor provided for in almshouses or asylums during the fiscal year was 54, of whom 12 were in custody at the beginning of the year, and 42 were admitted during the twelve months. Of these, 40 have been discharged as able to provide for themselves, 1 absconded, 1 was transferred to the State hospital at Gowanda, and 7 died, leaving remaining September 30, 1909, 5, of whom 3 were in the Erie county almshouse, 1 in the Onondaga county almshouse and 1 in St. Mary's Maternity Hospital and Infant's Asylum, Syracuse.

The expenditures during the year have been \$2,585.98, as follows: For *maintenance* in the Erie county almshouse, \$474.85; in the Niagara county almshouse, \$169.43; in the Oneida county almshouse, \$53.14; in the Onondaga county almshouse, \$173.56; in the Suffolk county almshouse, \$15.43; in the Onondaga county orphan asylum, \$26; in St. Mary's maternity hospital and infants' asylum, Syracuse, \$68.86; in the House of Providence, Syracuse, \$125.13; for *outdoor relief*, \$1,479.58.

TOTAL EXPENDITURES.

The total expenditures for the department are summarized as follows: On account of State poor, \$14,203.82; on account of alien poor, \$10,788.51; on account of nonresident poor, \$1,960.97; on account of Indian poor, \$2,585.98; on account of salaries, \$14,940.

Respectfully submitted,

WM. C. ROGERS,

Superintendent State and Alien Poor.

ALBANY, *December 31, 1909.*

REPORT
OF THE
COMMITTEE ON INSPECTION
INCLUDING THE
ANNUAL REPORT OF THE SUPERINTENDENT OF
INSPECTION.

[401]

REPORT

OF THE

COMMITTEE ON INSPECTION.

To the State Board of Charities:

Your Committee on Inspection herewith presents its annual report:

The 558 private charitable institutions which are subject to the inspection of the State Board of Charities may be divided into classes as follows:

Dispensaries	133
Fresh air homes	12
Homes for the aged	20
Homes for children	128
Hospitals	160
Industrial schools	36
Infant hospitals and asylums	17
Placing-out and boarding-out agencies	16
Reformatories	17
Temporary homes	18
Travelers' aid societies	1
<hr/>	
Total	558
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The above does not include those private charitable institutions which are not in receipt of public money and which by the decision of the Court of Appeals in the "Gerry Society" case in 1900, were removed from the supervision of the Board.

Each of the institutions represented in the above table was visited and inspected at least once during the year by inspectors of the Board and in addition many were inspected by Commissioners and other officers of the Board. The reports of inspection were carefully considered by the inspection committees of the Eastern and Western Districts, copies were transmitted by the

Board to the managers of the institutions with such recommendations as seemed appropriate, and where serious defects were reported it was requested that prompt action be taken to remedy them. It is gratifying to be able to report that the number of reports showing serious defects or evils is constantly diminishing, while the number showing practically no defects, is increasing. It is also observed that a number of institutions whose location, buildings and equipment are subject to more or less serious criticism are, nevertheless, excellent in management.

The annual report of the Superintendent of Inspection is appended hereto.

Respectfully submitted,

STEPHEN SMITH, M. D.,
WM. H. GRATWICK,
THOMAS M. MULRY,

Committee.

ALBANY, *October 1, 1909.*

REPORT
OF THE
SUPERINTENDENT OF INSPECTION.

To the State Board of Charities:

During the year ending September 30, 1909, the following institutions were added to the list of private charities subject to the inspection of the Board:

Dispensaries:

German Hospital Free Dispensary, Buffalo.
Har Moriah Hospital Dispensary, Manhattan.
Lutheran Hospital Association Dispensary, Brooklyn.
Relief Station for the Treatment of Pulmonary Diseases, Troy.

Homes for Children:

Guardian Angel Home and Industrial School, Troy.

Hospitals:

Dobbs Ferry Hospital, Dobbs Ferry.
Hospital for Deformities and Joint Diseases, Manhattan.
Ladies' Hospital Association of Port Chester, N. Y., Port Chester.
New York Medical College and Hospital for Women, Manhattan.
New York Red Cross Hospital, Manhattan.
St. Joseph's Hospital, Elmira.
Tarrytown Hospital Association, Tarrytown.

Infant Asylums:

Frances Elliott Austin Maternity Hospital and Infant Home, Albany.

Placing-Out Agencies:

Agency for Dependent Children of Montgomery County, Amsterdam.
Agency for Dependent Children of Schenectady County, Schenectady.

Reformatories:

Jefferson Farm School, Watertown.

Temporary Homes:

Harlem Boys' Home (of the Children's Aid Society), New York City.

The Nazareth Branch of Seton Hospital, Bronx, having separate quarters and being under different management from the main institution, is now inspected separately.

The following were closed:

Dispensaries:

Bedford Guild Dispensary, Brooklyn.

Riverside Hospital Dispensary, Buffalo.

Infant Asylums:

St. Mary's Maternity Hospital and Infant Home, Brooklyn.

St. Giles in the Fields, Garden City, L. I., the summer home of the House of St. Giles the Cripple, Brooklyn, has become the permanent home of that hospital for children, and the quarters in Brooklyn have been closed.

On September 30, 1909, there remained 553 institutions under the supervision of the Board. The following table indicates their classification and their distribution by judicial districts:

NUMBER AND CLASSES OF PRIVATE INSTITUTIONS UNDER THE SUPERVISION OF THE STATE BOARD OF CHARITIES,
BY JUDICIAL DISTRICTS.

	Dispen- saries.	Fresh air homes	Homes for the aged	Homes for children	Hos- pitals	Indus- trial schools	Infant asylums and hospitals	Placing- out and board- ing-out agencies	Reform- atories	Tem- porary homes	Trav- elers' aid so- cieties	Totals
First judicial district.....	67	1	2	14	41	29	4	7	4	10	.....	179
Second judicial district.....	32	6	1	34	32	7	4	3	3	2	.....	124
Third judicial district.....	13	.....	.....	14	12	.....	4	1	4	1	.....	47
Fourth judicial district.....	2	2	2	16	7	.....	.....	2	1	.....	.....	21
Fifth judicial district.....	.....	.....	1	14	13	.....	2	.....	2	.....	.....	33
Sixth judicial district.....	.....	.....	2	6	7	.....	.....	.....	1	1	.....	17
Seventh judicial district.....	5	.....	4	9	9	.....	.....	1	.....	.....	.....	28
Eighth judicial district.....	7	2	7	14	21	.....	2	.....	2	3	1	59
Ninth judicial district.....	6	1	1	15	13	.....	1	2	.....	1	.....	45
Totals.....	133	12	20	123	160	36	17	16	17	18	1	553

Each of five of the above, having two partially separated departments, were inspected as two institutions. For inspection purposes, there were therefore 558 institutions on the list.

During the year all of these institutions were visited and inspected by the Board's staff of inspectors at least once, and an effort was made to make more than one inspection of those in which the needs and defects reported were of the most serious nature. The six inspectors of this department made 642 general inspections, 27 special inspections and inquiries and 675 visits to institutions, public offices and individuals during the year. They traveled in the aggregate 31,178 miles in the performance of their work and wrote 689 formal reports. These reports were presented to the Board or its committees or members for consideration.

The following series of tables which have been summarized from the latest report of inspection of each institution is intended to exhibit the degree of excellence or weakness of these institutions:

Dispensaries.

	Excel- lent.	Good.	Fair.	Unsatis- factory
Plant and equipment.....	28	60	34	6
Sanitation and hygiene.....	23	76	26	3
Administration	10	100	17	1
Records	12	87	23	6
Compliance with laws and rules gov- erning dispensaries	4	62	50	12
	=====	=====	=====	=====

Fresh Air Homes.

Plant and equipment.....	1	9	2	....
Fire protection .....	..	6	3	3
Sanitation and hygiene.....	..	10	2	....
Care of beneficiaries.....	1	10	1	....
	=====	=====	=====	=====

Homes for the Aged.

	Excel- lent.	Good.	Fair.	Unsatis- factory.
Plant and equipment.....	2	10	8	....
Fire protection	1	12	7	....
Sanitation and hygiene.....	1	16	3	....
Care of beneficiaries.....	1	16	3	....
	=====	=====	=====	=====

Temporary Homes.

Plant and equipment.....	4	8	4	2
Fire protection .....	..	9	7	2
Sanitation and hygiene.....	1	14	1	2
Care of beneficiaries.....	..	14	2	2
	=====	=====	=====	=====

Homes for Children.

Plant and equipment.....	18	63	35	12
Fire protection	10	60	48	10
Sanitation and hygiene.....	11	75	37	5
Dietary, clothing and care of bene- ficiaries	19	93	15	1
Educational training	14	94	18	2
Industrial training .....	..	45	57	26
	=====	=====	=====	=====

Hospitals.

Plant and equipment.....	24	82	44	10
Fire protection	6	82	56	16
Sanitation and hygiene.....	12	104	36	8
Administration	20	124	15	1
	=====	=====	=====	=====

Industrial Schools.

Plant and equipment.....	6	15	10	5
Fire protection	3	21	6	6
Administration	6	26	4	....
	=====	=====	=====	=====

Infant Asylums and Hospitals.

	Excel- lent.	Good.	Fair.	Unsatis- factory.
Plant and equipment.....	1	7	8	1
Fire protection .....	..	12	5	....
Sanitation and hygiene.....	..	9	5	3
Care of beneficiaries.....	..	12	3	2
	=====	=====	=====	=====

Reformatories.

Plant and equipment.....	2	9	5	1
Fire protection	1	8	8	....
Sanitation and hygiene.....	1	8	7	1
Care of beneficiaries.....	2	9	5	1
Educational training	3	5	5	4
Industrial training	2	5	8	2
Physical training	3	3	6	5
	=====	=====	=====	=====

Placing-Out Agencies.

Administration and supervision.....	1	12	3	....
Records	5	7	3	1
	=====	=====	=====	=====

A special effort has been made to inquire into the system of educational and industrial training in institutions for children, but with the present limited staff of inspectors it has been impossible to obtain complete information.

Respectfully submitted,

R. W. WALLACE,

Superintendent of Inspection.

ALBANY, November 1, 1909.

REPORT
OF THE
COMMITTEE ON ORPHAN ASYLUMS AND HOMES FOR
CHILDREN.

[411]

REPORT
OF THE
COMMITTEE ON ORPHAN ASYLUMS AND HOMES FOR
CHILDREN.

To the State Board of Charities:

Your Committee on Orphan Asylums and Homes for Children herewith presents its report for the year ending September 30, 1909.

During the year one new institution for the care of children was opened, namely, the Frances Elliott Austin Maternity Hospital and Infant Home, located in Albany.

In December, 1908, St. Mary's Maternity and Infants' Home of the City of Brooklyn discontinued the Infants' Home Department of its work. Owing to a change in the class of inmates received in the Asylum of Our Lady of Refuge, Buffalo, the children's department of that institution was dropped from the list of homes for children and is now included with reformatories.

At the close of the year 121 different associations and societies were maintaining homes for children which were subject to inspection by the State Board of Charities. The total number of such homes, including branches, was 145, of which

Twenty-eight institutions accommodate less than 50 children each.

Thirty accommodate from 50 to 100 children each.

Fifty-one accommodate from 100 to 250 children each.

Twenty-one accommodate from 250 to 500 children each.

Ten accommodate from 500 to 1,000 children each.

Five accommodate more than 1,000 children each.

The population of these 145 institutions at the close of the year was 33,686. The number of children admitted during the year was 19,133, and the number discharged, 19,130, the increase being only three over the population at the close of the previous year. Compared with an average yearly increase of 1,176 for the preceding five years the practically stationary population for 1908-9 is gratifying to note.

The following chart shows the fluctuations in population during a period of ten years ending September 30, 1909.

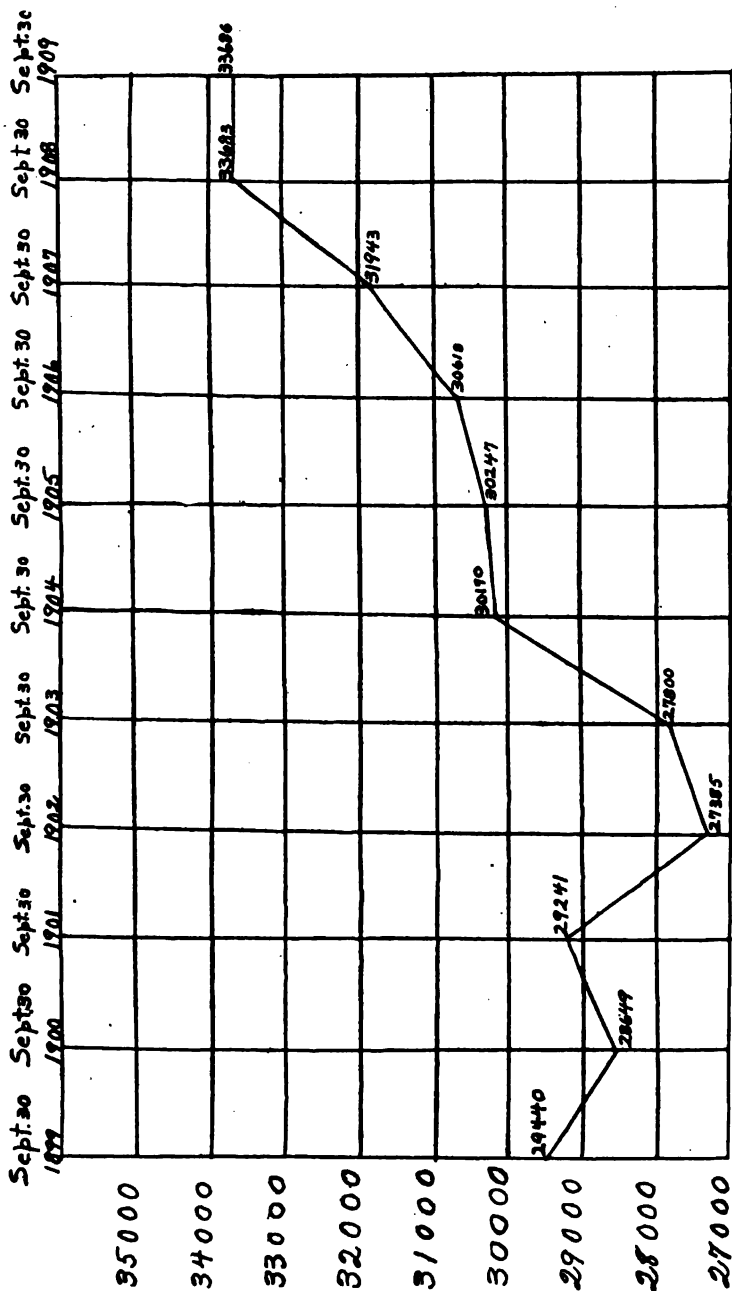


CHART SHOWING FLUCTUATION OF POPULATION IN HOMES FOR CHILDREN.

The 33,686 children under institutional care or supervision on September 30, 1909, are variously classified as follows:

Sex.

Boys.....	19,031
Girls.....	14,655
Total.....	33,686

Civil Condition.

Having both parents living.....	10,788
Having one parent living.....	16,197
Orphans.....	3,472
Civil condition unknown, foundlings and illegitimate.....	3,229

Manner of Support.

Public charges.....	27,669
Private charges.....	3,383
Beneficiaries of the institutions.....	2,634

Duration of Institution Life or Supervision.

Less than one year.....	11,466
From one to three years.....	12,120
From three to sixteen years.....	10,100

Ages.

Under two years of age.....	2,655
Between two and five years.....	4,254
Between five and fourteen years.....	24,128
Between fourteen and sixteen years.....	2,166
Over sixteen years.....	483

Distribution.

In infant asylums and hospitals.....	2,511
In other homes for children.....	27,740
In boarding homes under the supervision of infant asylums.	2,479
In boarding homes under the supervision of other homes for children.....	956

Of those cared for in institutions 25,468 were between five and sixteen years of age. Of these approximately 3,300 attended the local public schools, and 230 the local parochial schools, while nearly 22,000 were in attendance at schools conducted within the institutions. In a number of cases the teachers of these institutional schools are supplied by the local Department of Education, but a majority of the teachers are hired by the managers of the institutions.

An examination of these children and of their records previous to admission develops the following facts which have a bearing upon the kind of care and training needed by them:

1. The parents of many of the dependent children have been dependent upon charity and a number of them are or have been inmates of charitable or correctional institutions and an inherent tendency to dependency or delinquency exists in many of the children.

2. Some of the children, although of school age when admitted, have received, previous to admission, little or no educational training and as a result cannot be assigned to classes intended for boys and girls of their age.

3. Many of them are deficient mentally and others are not in good physical condition.

Considering these conditions, together with the additional fact that nearly all the children educated in these institutions will be compelled at an early age to earn their own livelihood, it is apparent that their training while in the institutions should be of a thorough and practical nature. Otherwise many of them will be discharged from the institutions only to increase the already large army of incapables, vagrants and criminals.

The school work in some of the institutions for children follows closely the outline for primary and grammar schools laid down by the State Department of Education, and excellent results are obtained in many cases. Some institutions make provision for the practical industrial training of the children under their charge, suitable equipment for manual and industrial training being provided. In the smaller institutions, without special equipment, the children frequently receive a general training that will enable them to find employment at useful occupations when discharged. In general, however, there too often exist in institutions for children, conditions which tend to make the satisfactory training of the inmates difficult or impossible. Among these are the following:

1. The number cared for in the same building or under the same management is in many cases too large to permit either a careful study into the needs of the children individually or a competent personal direction of their efforts.

2. The equipment is too frequently inadequate.

3. In some institutions the teachers having charge of the training of the children are not well qualified for the important work to be performed.

4. The location of many institutions and the limited space for the children do not permit freedom of action or the development of individual initiative on the part of the children.

During the year ending September 30, 1909, 1856 of the children received into these institutions were committed for delinquency. Of this number 1,655 were committed to institutions having the custody also of children committed for destitution, while the remainder were committed to institutions caring for delinquent children only. In many parts of the State the provision made for juvenile delinquents, particularly boys under 12 years of age, is inadequate, and few institutions for destitute children have adequate facilities for the care of delinquents without permitting the two classes to associate.

Six institutions are now established on the cottage plan, and two more, the Hebrew Sheltering Guardian Society, of New York, and the Five Points House of Industry are making provision for new buildings of that character. The latter institution

has already abandoned the unsuitable buildings in lower Manhattan which have been occupied for many years and has provided temporary quarters in the country pending the erection of permanent buildings. The New York Catholic Protectory is also erecting new buildings for its branch known as the Lincoln Agricultural School, at Lincolndale, Westchester county, where greater freedom will be possible for the inmates and where agriculture and dairying will be taught. This tendency of institutions to move to the country where greater opportunities for fresh air and useful occupations are possible is commendable.

Additional statistics regarding the children under institutional care or supervision during the year are appended to this report.

Respectfully submitted,

RICHARD L. HAND,

ANNIE G. BOLTON,

JOSEPH C. BALDWIN, JR.,

Committee.

December 1, 1909.

Additional statistics regarding the children under institutional care or supervision during the year ending September 30, 1909.

Table 1.

Showing the manner in which children were admitted to institutions during the year:

Committed as public charges.....	13,840
Entered as boarders by relatives or friends.....	2,877
Admitted as beneficiaries of the institution.....	1,109
Readmissions and transfers.....	1,307
Total	19,133

Table 2.

Showing the civil condition of the 13,840 children committed as public charges:

Children having both parents living.....	6,561
Half-orphans	4,243

Orphans	448
Foundlings, illegitimate or civil condition unknown..	2,588
<hr/>	
Total	13,840
<hr/>	

Table 3.

Indicating to some extent the conditions leading to the commitment of the 13,840 children committed as public charges:

Desertion by one or both parents:

Both parents living	1,252
Half-orphans	171
<hr/>	
Total	1,423
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Neglect, intemperance, immorality or imprisonment of one or both parents:

Both parents living.....	637
Half-orphans	169
<hr/>	
Total	806
<hr/>	

Improper guardianship or lack of proper guardianship:

Both parents living.....	412
Half-orphans	287
<hr/>	
Total	699
<hr/>	

Separation of parents..... 60

Sickness, insanity, or other physical or mental incapacity of one or both parents:

Both parents living	1,613
Half-orphans, illegitimate and unknown	715
<hr/>	
Total	2,328
<hr/>	

Lack of work or insufficient earnings of parent or parents:

Both parents living	163
Half-orphans, illegitimate and unknown	763
Total	926

Dependency due to the civil condition of the child:

Orphans	358
Foundlings, unknown, etc.	2,354
Total	2,712

Child ill or physically defective:

Both parents living	112
Half-orphans	36
Orphans	8
Foundlings or unknown	15
Total	171

Child delinquent:

Both parents living	1,166
Half-orphans	593
Orphans	82
Unknown	15
Total	1,856

Causes not stated or indefinitely stated:

Both parents living	1,146
Half-orphans	1,553
Unknown	160
Total	2,859

Table 4.

Showing the manner of discharge of the 19,130 children discharged from institutions during the year.

Returned to relatives or guardians	12,697
Died	2,255
Placed in free homes	1,308
Discharged to placing-out agencies	503
Transferred to other institutions (including hospitals)	1,218
Became self-supporting	665
Otherwise discharged or not stated	484
Total	19,130

(Nearly ninety-three per cent. of the deaths reported occurred in infant asylums.)

Table 5.

Showing ages at time of admission of the 33,686 children in institutions at the close of the year:

One day (or born in institution)	441
Between one day and one year	2,987
Between one year and two years	882
Between two years and three years	1,869
Between three years and four years	2,157
Between four years and five years	2,616
Between five years and ten years	14,921
Over ten years	7,503
Ages not stated	310
Total	33,686

Table 6.

Showing duration of institution life to September 30, 1909:

Less than one year	11,466
Between one and two years	7,537
Between two and three years	4,583
Between three and four years	3,312
Between four and five years	2,302

Between five and six years	1,592
Between six and seven years	1,041
Between seven and eight years	710
Between eight and nine years	458
Between nine and ten years	300
Between ten and eleven years	220
Between eleven and twelve years	79
Between twelve and thirteen years	38
Between thirteen and fourteen years	27
Between fourteen and fifteen years	10
Between fifteen and sixteen years	7
Over sixteen years	4
Total	33,686

Table 7.

Showing the birthplace of father, mother and child:

	Father.	Mother.	Child.
United States	1,195	1,157	1,013
New York State	8,444	8,941	27,055
Other states	1,753	1,692	1,627
England	649	493	157
Ireland	4,162	4,774	134
Scotland	190	185	28
Germany	1,855	1,568	70
Austria	1,133	1,282	198
Russia	2,806	2,739	526
Italy	3,360	3,238	821
France	139	102	34
Switzerland	64	41	1
Norway and Sweden	285	259	21
Canada	464	528	112
South and Central America, West Indies, Mexico, Cuba...	120	90	45
Other foreign countries.....	540	477	199
Unknown or not stated	6,527	6,120	1,645
Total	33,686	33,686	33,686

Table 8.

Showing the religion of father, mother and child:

	Father.	Mother.	Child.
Catholic	20,186	22,117	23,192
Hebrew	3,832	3,998	3,851
Protestant	6,628	6,501	6,367
Unknown or not stated	3,040	1,070	276
	<hr/>	<hr/>	<hr/>
Total	33,686	33,686	33,686
	<hr/>	<hr/>	<hr/>

REPORT
OF THE
COMMITTEE ON PLACING OUT OF CHILDREN.

[425]

REPORT

OF THE

COMMITTEE ON PLACING OUT OF CHILDREN.

The Committee on Placing Out of Children herewith presents its annual report for the year ending September 30, 1909.

The agencies in this State engaged in placing out children include (1) private institutions incorporated for the care of dependent children, (2) societies incorporated especially for placing out children, (3) poor law officers, i. e., overseers and county superintendents of the poor, commissioners of charity and the Superintendent of State and Alien Poor, (4) county placing-out agencies, (5) individuals licensed by the State Board of Charities.

Among the private agencies for placing out children, several have been engaged in the work for many years and are well established. These are (1) The Children's Aid Societies of New York City, Brooklyn and Rochester, (2) The Catholic Home Bureau of New York, (3) Committees of the State Charities Aid Association.

Besides these agencies, many of the larger institutions employ special agents to place their children, for example (1) The New York Foundling Hospital, (2) The New York Infant Asylum, (3) The Convent of the Sisters of Mercy in Brooklyn, (4) The New York Catholic Protectory, (5) The Hebrew Sheltering Guardian Society, and (6) The Hebrew Orphan Asylum, all located in New York City.

Outside of the larger cities, the work is in the hands of a few agencies for each respective county. The overseers and superintendents of the poor of some of the counties place out children themselves although in the larger counties they delegate most of the work to paid agents who are licensed by the Board. Then, too, the State Charities Aid Association has one or more of its agents, residents of each county, who give effective assistance in this work.

Agencies licensed by the Board or carried on at public expense are required to report all placements, giving full information on

the record forms prepared by the Board. Many of the private agencies supply this information also. If all agencies did so, the history of every dependent child placed out, instead of only those reported now, would be kept by the Board.

The children placed in foster homes for adoption, indenture or for boarding purposes, may be grouped in two classes, (a) the infants, (b) the children of about three years of age or more. In large cities especially, infants are boarded with wet nurses temporarily who will mother them through the nursing period. The agent's more exacting task begins after the foster mother, usually of the newly-arrived-immigrant type, has taken in the baby. Then the home is visited twice a month, to see that cleanliness in the home and in the care of the child is maintained to some degree. Helpful suggestions are given and harmful contingencies noted, which would necessitate the removal of the child. In short, the problem in caring for this group is physical. With the second group the problem is more intricate. The homes selected are usually permanent and so must provide for the formative period in the child's life. The home selected must be normal, supplying a moral atmosphere and educational opportunities that will develop a good, wholesome-minded child, one who is prepared to maintain himself when the time comes. A most careful examination of the home prior to the placing of the child is essential as well as frequent examination of the home subsequent to the placement, until without doubt the home is found to be satisfactory. After that, written communication and occasional inspection of the home are sufficient.

That the methods pursued and the results gained have attained a very high standard is in part due to the supervision which the Board exercises. All placement work for dependent children, whether performed by public officers or private institutions, should be under the observation of the Board's representatives who are detailed to inspect the homes in which such children are placed out. Although the institutions and most of the agencies perform their duties conscientiously and intelligently, careless or unscrupulous persons (usually those who have solicited the work) sometimes are found placing children in improper homes either out of mercenary motives or through a lack of appreciation of the im-

portance of a normal environment to young children. In such instances, the Board has endeavored to prevent such persons from continuing their operations.

A uniform standard though desirable in this work has not yet been secured, and until it is reached, a uniform method of inspection will be impossible. At present the inspectors investigate the methods followed by each agency; if these are sufficiently thorough and wise, visits are made to the homes which appear to be least desirable in this class. In addition, all homes seemingly chosen in a careless way and those not previously visited are inspected. In this way, the Board coöperates with the agencies, giving suggestions that may be necessary or helpful and restraining efforts not to the advantage of the children affected.

Complete statistics of the work accomplished in this State cannot be given as there are some private institutions for children not subject to inspection by the Board, which do not report the disposition of children committed to their care. Yet to give some idea of the work accomplished through the united effort of both public and private agencies, it may be stated that from October 1, 1908, to September 30, 1909, the number of placements of children in free homes reported to the Board was 2,332, while at the end of the year the number of children reported under care in boarding and foster homes in New York was about 10,000, all of whom were under State supervision besides about 7,000 living in other states.

Respectfully submitted,

THOMAS M. MULRY,
Chairman.

October 1, 1909.

REPORT
OF THE
COMMITTEE ON DISPENSARIES.

[431]

REPORT

OF THE

COMMITTEE ON DISPENSARIES.

To the State Board of Charities:

The Committee on Dispensaries herewith submits its report for the year ending September 30, 1909:

In compliance with section 20 of chapter 368, Laws of 1899, the State Board of Charities issued licenses to the Lutheran Hospital Association, East New York avenue and Powell street, Brooklyn, N. Y., and the Har Moriah Hospital, 138 Second street, Manhattan, New York City, to conduct dispensaries in connection with their hospital work. Two dispensaries, viz: the Bedford Guild Dispensary, Brooklyn, and the Riverside Hospital Dispensary, Buffalo, were closed. Of the 133 licensed dispensaries at the close of the year, 63 were in Manhattan, 28 in Brooklyn, 7 in the other boroughs of New York City, 7 in Buffalo, 5 in Rochester, and 23 in other cities and villages throughout the State. Four of these were temporarily closed and the average attendance at the 129 which were in operation varied from less than 10 patients per day in each of 28 dispensaries to more than 500 per day in each of the three largest.

The following statistics are reported for the year ending September 30, 1908, and for the year ending September 30, 1909:

	Number of Treatments at Dispensaries.		Number of Prescrip- tions Filled.	
	1908	1909.	1908.	1909.
Manhattan	2, 800, 170	2, 904, 318	2, 341, 276	2, 387, 415
Brooklyn	345, 265	398, 607	213, 061	234, 044
Bronx, Queens and Richmond.	50, 072	61, 426	36, 702	40, 345
<hr/>				
Total in New York City..	3, 195, 507	3, 364, 351	2, 591, 039	2, 661, 804
Outside New York City.....	113, 164	131, 631	54, 269	61, 192
<hr/>				
Grand total, entire State.	3, 308, 671	3, 495, 982	2, 645, 308	2, 722, 996
<hr/>				

	Number of Visits to Homes by Physicians.		Number of Visits to Homes by Nurses.	
	1908.	1909.	1908.	1909.
Manhattan	41,794	57,412	40,215	41,620
Brooklyn	1,506	1,022	211	600
Bronx, Queen's and Richmond.				
Total in New York City..	43,300	58,434	40,426	42,220
Outside New York City.....	192	303	6,939	13,102
Grand total, entire State.	43,492	58,737	47,365	55,322

The reports also state that in the aggregate 1,212,045 different persons received the benefits of dispensary treatment during the year. In this number, however, many patients have undoubtedly been counted more than once. On account of the difficulty of avoiding such duplication the accurate figures are not obtainable.

The rules governing dispensaries, which were adopted by the State Board of Charities pursuant to the provisions of the Dispensary Law, are designed to insure the proper medical or surgical treatment, either without cost or for a nominal compensation, to the poor and needy sick who may apply for treatment.

The following table indicates the degree of compliance with such rules:

Rules.	Yes.	No.	In part.	Not ap- plicable.
I. Public notice posted.....	124	4		
II. 1. Registrar employed	127	1		
2. Makes and preserves records.....	95	0	32	
3. Receives applicants	123	4		
4. Sees that rules are enforced.....	44		83	
III. 1. Examine applicants	118	10		
Superficially	25			
Fairly well	57			
Thoroughly	36			
2. Are any refused admission.....	101	27		
(a) Emergency cases admitted..	128			
(b) Poor Applicants admitted....	128			
(c) Representation cards used for doubtful cases admitted...	97	31		
(d) Subsequent investigations made	63	65		
(e) Results of investigations filed.	45	18		
(f) Nonsigners refused admission.	88	9		

Rules.	Yes.	No.	In part.	Not applicable.
3. Representation cards in proper form	95	2	.....	.....
4. (a). Pass cards issued	121	4	3	.....
(b) Penalty printed thereon	119	2	1	.....
IV. 1. Matron employed	124	4	.....	.....
2. Cleanliness and order preserved	121	7	.....	.....
3. Present at gynecological examinations	96	.....	.....	*32
V. 1. Contagious diseases excluded	128	.....	.....	.....
2. Reported to Board of Health	128	.....	.....	.....
VI. 1. Clinical or other instruction given (not required)	36	92	.....	.....
2. Treatment conditional thereon .....	.....	36	.....	.....
3. Consent of patient obtained	36	.....	.....	.....
VII. 1. Apothecary (not required)	114	14	.....	.....
2. Licensed or medical graduate	112	2	.....	.....
Licensed	78			
Medical graduate	34			
3. Appointed under civil service rules ..	8	.....	.....	†120
VIII. 1. Board of health ordinance observed ..	128	.....	.....	.....
IX. 1. Seats for all applicants provided in waiting room	112	16	.....	.....
2. Sexes separated in waiting rooms ..	104	14	5	‡5
3. Suitable equipment and supplies ..	122	6	.....	.....

* Such examinations are not held in these dispensaries.

† Applies only to dispensaries connected with municipal hospitals in New York City.

‡ Women and children only are treated in these dispensaries.

Rule 3 mentioned above is intended to provide, (1) For the prompt care of emergency cases, (2) for the proper care and treatment of the poor and needy, and (3) for the exclusion of those (except emergency cases) who are able to pay for the services of a physician and are therefore not in need of charity. It makes provision for the investigation by the dispensary into the financial status of patients when there is doubt as to whether they are unable to pay the usual fees of physicians for needed medical or surgical care and treatment. The purpose of this rule is to insure proper care for a class of patients who would otherwise be unable to secure it and whose neglect would be detrimental to their health, resulting in many cases in their incapacity to support

themselves or their families, or in their becoming a menace to the health of the community.

That these needy cases may not fail to receive sufficient attention it is important that the dispensaries be not overcrowded. For this reason and to avoid the pauperizing effect of indiscriminate charity those who are not poor and needy should be excluded. The failure on the part of some dispensaries to investigate the financial circumstances of applicants is partly due to the desire on the part of the dispensary officers to report large numbers of cases treated and to the fact that physicians on the medical staffs use many of the cases as material for clinical instruction. In some dispensaries a considerable proportion of the patients admitted are apparently able to employ physicians to treat them in their own homes.

A few dispensaries make no charge to patients for either treatment or medicine, but an admission fee is frequently collected and a nominal charge of ten cents for medicine is made to patients able to pay the amount. There is a tendency to increase the fees charged in dispensaries and by their duplication when two or more prescriptions are given it is not uncommon for a patient to be required to pay from thirty to fifty cents on a single visit. The total amount collected from patients is in some cases sufficient to pay the running expenses of the dispensary. In a few cities payments are made from the public treasury to aid in the support of dispensaries and a large proportion of them are connected with hospitals.

During the year some new buildings have been erected and an improvement is noted in the general equipment of a number of dispensaries. At the present time many of the dispensaries in the larger cities have the best modern equipment that can be secured, and the administrative conditions in a majority of the institutions are commendable. There has been a further increase in the number of clinics for the treatment of tuberculosis. The Fitch Tuberculosis Dispensary of Buffalo, formerly managed by the Charity Organization Society, has been taken over by the Buffalo Association for the Control and Relief of Tuberculosis, and in New York City a number of dispensaries are coöperating with the Department of Health in conducting clinics for the treatment of that

disease. Four dispensaries treat patients afflicted with tuberculosis, exclusively, and in eighteen of the larger dispensaries are separate clinics for that class of patients.

Respectfully submitted,

STEPHEN SMITH, M. D.,
WM. H. GRATWICK,
RICHARD L. HAND,

Committee.

December 31, 1909.

REPORT
OF THE
COMMITTEE ON ALMSHOUSES.

[439]

REPORT
OF THE
COMMITTEE ON ALMSHOUSES.

To the State Board of Charities:

The Committee on Almshouses respectfully submits its report for the year ending September 30, 1909. Two inspectors are employed in almshouse inspection, who made 160 inspections during the year. The almshouses in each judicial district are, as a rule, visited by the commissioner of the district, and inspected twice a year by the inspectors of the Board. Reports of inspection are graded into three classes by the Board, upon the recommendation of the commissioner, the grading being according to both plant and administration. Copies of the reports are then sent to the superintendents of the poor and boards of supervisors in the several counties. The reports are usually read at meetings of the boards of supervisors and at this time they receive newspaper publicity. Subsequently they are often printed in full in the Proceedings of the Board of Supervisors. All this results in delay and reports of inspection do not generally gain publicity until months after they are written. Many of the recommendations concern seasonal conditions. Recommendations for better heating, warmer bedding and more underclothing do not seem pertinent to supervisors in midsummer, nor will the recommendation of door and window screens receive the most favorable consideration during the winter. An inspector may report a drought at some almshouse and recommend prompt action to improve the situation. By the time the report is under consideration the drought may be past. Committees of supervisors sometimes go to the almshouse to investigate conditions of uncleanness many months after the inspector described them, and thus fail to corroborate the inspector's statement. In short, certain features of the reports may often be out of date before they are received and acted on. Local officers and

taxpayers should receive news of the inspection in time to see the almshouse under nearly the same conditions as the inspector saw it. In order to overcome the present undesirable delay, and hasten the adoption of improvements, it is suggested that a careful digest of each report of inspection be made at the office of the Board, upon its adoption, and be given officially to the press. This would tend to prevent the press from gleaning detached sentences from the reports of inspections, which, taken out of their context, lead to false impressions and grave misconceptions.

The new form of inspection report, recently adopted, was used this year with good results. Although some of the almshouse officials felt at first that it was "inquisitive," they soon became accustomed to the more thorough form of inspection. It is not necessary at every inspection to use this long form of report, which discusses minutely every feature of almshouse equipment, for these conditions change slowly, and to describe them twice a year, would lead to needless repetition. A shorter form of report is also in use, which states briefly the condition of the plant and administration and the nature of the needs. This is intended to call attention to important matters only.

The inspection of the city institutions presents problems quite different from those found in the country. The system of public relief is so established and administered in New York City that expert knowledge of institutional management is necessary to render inspection profitable. The New York Department of Charities has a corps of inspectors who are daily on the lookout for defects and it is inevitable that our inspector will occasionally point out defects already well known to the authorities in charge, and which they are seeking to remedy. There is, however, a broad field for the activities of a State inspector, outside of the routine inspection of sanitary conditions, service of food, condition of clothing, etc. He should test the comparative efficiency of the several institutions in each department. He should make an analysis of costs and the results obtained in the public charitable institutions.

The business methods of each city department of charities should receive consideration.

An account of the present condition of the public charitable institutions in the State will be found in the reports of visitation of almshouses submitted by the commissioners of the several districts.

Respectfully submitted,

SIMON W. ROSENDALE,

RALPH W. THOMAS,

AUGUSTUS FLOYD,

Committee on Almshouses.

ALBANY, *December 31, 1909.*

REPORT
OF
VISITATIONS OF ALMSHOUSES AND PUBLIC HOSPITALS IN THE FIRST JUDICIAL DISTRICT.

[445]

direction by Mr. James H. Foster, an inspector of this Board, and digests of his reports upon these several institutions will be found appended hereto. Detailed copies of these reports have been filed at the office of the Board.

The discipline and order in the City Home for the Aged are less satisfactory than in the hospitals of the department, and the executive staff should be strengthened. The buildings are badly planned and can never be made suitable for modern almshouse use, and the grounds are too limited to allow reasonable freedom of movement to the aged inmates who now crowd uncomfortably, not only the rooms of the buildings, but also the walks and yards. In my opinion the city should provide a new almshouse with ample acreage — preferably either on Staten Island or Long Island; when the site now occupied by the Home could be converted to park purposes.

No better temporary shelter for the homeless people of a great city could be desired than the new Municipal Lodging-House on East Twenty-fifth street, which was opened February 15, 1909, and provides comfortable sleeping accommodations for 689 men and 49 women. A visit to this institution at nightfall is full of human interest, and no feature of the varied charitable work of the Metropolis is more useful.

A much needed hospital steamboat intended to carry patients and others from the pier of the department at the foot of East Twenty-sixth street to the charitable institutions on the islands in the East river went into commission in June, 1908. To commemorate the public services of the late Mrs. Josephine Shaw Lowell, formerly a commissioner of the State Board of Charities, who for many years devotedly strove for the improvement of the public charities of the city, the new steamboat was named "The Lowell," and a suitable memorial token placed in the saloon.

Overcrowding is general throughout the Department, except in the Lodging-House, and the city should take prompt and sufficient measures to relieve present discomforts due to this cause, and make provision elsewhere for the future needs of a greater population. An important step in this direction was taken when the city began the erection of the new sanatorium for tuberculosis patients at Sea View on Staten Island; several of the pavilions of

this institution are well under way, and no pains should be spared for the completion and early opening of this well-planned and greatly needed addition to our city hospitals.

One important requirement of the Department is the employment of a higher class of hospital helpers. While conditions are improved since the objectionable practice of introducing workhouse prisoners as helpers in the wards was discontinued, yet the wages now allowed the Department by the city are so inadequate, that positions are accepted mainly because of passing financial emergencies, and the helpers whose services are worth retaining resign in great numbers for better compensation in other work. The good of the service, the increased cost of living, but most of all the reasonable comfort of the sick poor of the city, all demand the payment of reasonable wages for hospital helpers, in order to secure and retain the services of a better class of attendants.

After the completion of his four years' term of service as Commissioner of Public Charities, during which period remarkable progress was made, not only in the erection of long needed buildings, but in the general efficiency of the Department, Mayor McClellan addressed the following letter to Commissioner Hebbard:

CITY OF NEW YORK.

OFFICE OF THE MAYOR,

December 31, 1909.

MY DEAR COMMISSIONER.—I beg to acknowledge the receipt of your resignation from the office of Commissioner of Charities.

Let me again express to you my deep regret that the city is to be deprived of your services. Since you have been in office, your Department has been managed absolutely without any criticism whatsoever. Thanks to your integrity, your knowledge and your ability, the Charities Department of the city of New York has become a model for the cities of the world.

With best wishes for your future happiness and success, I am

Your friend,

(Signed) GEO. B. McCLELLAN.

HON. ROBERT W. HEBBERD,

26 Gramercy Park, New York City.

BELLEVUE AND ALLIED HOSPITALS.

The trustees of Bellevue and Allied Hospitals have effected substantial improvements in the city charitable institutions under their supervision during 1909. Two pavilions of the new Bellevue were occupied by patients during the year and represent, both in their design and construction, the most modern and scientific type of hospital building. Side by side with these twentieth century marvels stand the old main building and some outlying pavilions, which have for nearly three generations ministered to the needs of the sick and injured poor of the city. The striking contrast they present between the old and the new may perhaps be nowhere else so noticeable, and the Bellevue Hospital of to-day is worthy the careful study of all who are interested in hospital development. During the year the handsome and well-planned Training School for Nurses was completed and opened in May, and work upon the pathological building, power-plant and laundry has progressed.

Whatever difference of opinion may have existed while the plans for the modern Bellevue were under consideration, the city having now adopted the scheme submitted by Messrs. McKim, Mead & White, the work should be carried forward to completion as rapidly as economic conditions will permit.

Of the smaller "Allied" hospitals, Gouverneur and Harlem have been at times greatly overcrowded and provision should be made for their enlargement. At the time of my visit to Harlem Hospital, the superintendent said that they were obliged to transfer to other hospitals about ten cases a day, the hospital at that time running full. The city has wisely acquired sufficient land to enable the enlargement of this hospital, and I strongly recommend that it should be doubled in size as soon as possible. Harlem Hospital and Fordham Hospital are both well maintained and are creditable examples of the small modern city hospital.

No provision has, however, yet been made on the West Side of the city for the public hospital care of the sick poor; and the

erection there of a hospital of moderate size, at such point as may, upon inquiry, seem to be most in need of its ministrations, is desirable.

All of which is respectfully submitted,

WILLIAM R. STEWART,
Commissioner First Judicial District.

New York, December 30, 1909.

To the Honorable William R. Stewart, President, State Board of Charities and Commissioner for the First Judicial District:

DEAR SIR.—At the request of the Superintendent of State and Alien Poor, I submit for your consideration the following report on the public charitable institutions of the First Judicial District, inspected within the past three months. Some facts are included in regard to the institutions of the Department of Public Charities in the Second Judicial District.

The institutions, generally, are in good order and clean. This points to efficient administration. The minor shortcomings to which attention has been called in reports of inspection are not such as seriously interfere with the welfare of patients or inmates. Overcrowding prevails, however, in almost every institution.

The Department of Public Charities and Bellevue and Allied Hospitals are considered separately.

I. THE DEPARTMENT OF PUBLIC CHARITIES.

HON. ROBERT W. HEBBERD.....*Commissioner of Public Charities*

As the present administration of the city's affairs is drawing to its close, it seems appropriate to speak not only of the present condition of the department and its institutions, but also of the changes that have been made in the past four years, and of present plans and projects especially in their relation to the general policy of the department. That the present administration was confronted at the outset by a hard problem is well known. The unusual, even unique difficulties of administering poor relief in New York City need not be detailed here. Overcrowded institutions had resulted from failure through many years to enlarge the institutions to keep pace with the growth of the city, and from such general causes as immigration, congestion of popula-

tion, and hard times. While it has been impossible in so short a time to accomplish all that was plainly needed, much has been done. Plans have been made broad enough to meet the city's needs for years to come; and their execution is well begun. A real beginning on a definite plan is no small thing. It was evident at the outset that new methods were necessary; that haphazard building to serve immediate needs had led only to confusion; that while immediate needs must be served there must be nothing done without regard to permanency. The total of tangible, material result as seen in new buildings with a definite place in general plans, in additions and changes to old structures for greater utility, in extensive renewals and repairs, in discipline, in order, and in cleanliness, is greater than for any equal period in the past. But even more important is the adoption of a definite policy for the department and its institutions to meet the growing demands.

New construction work has been planned with reference to detailed layouts of the several institutions. These have been carefully prepared in relation to the plan developed from the vague outlines previously before the department to make Blackwell's Island a hospital park by providing elsewhere for the penal institutions, leaving the northern and southern sections respectively to the Metropolitan and City Hospitals, whose work is to be brought closer to the needs of the city by ferry and ambulance service. The City Home is to be transformed into a Neurological Hospital and Infirmary and its relatively able-bodied inmates transferred to the Farm Colony, Staten Island. Randall's Island is planned as a hospital park for children; for this use the whole island will be available after the opening of the State institutions for which land has been bought at Thiells and Yorktown Heights.

Making surveys and maps of the various properties was a necessary preliminary; the layouts as they now stand are the result of long and careful consideration, expert advice, and many changes and rearrangements; the last of the series, that for Randall's Island, is now completed; the department is to be congratulated upon having these invaluable guides for future developments.

Meanwhile over twenty new structures or considerable additions to existing ones have been erected in Manhattan alone, and requests for appropriations to the Board of Estimate and Apportionment have risen from about three and one-half millions of dollars in 1907 to nearly seven millions in 1909. Appropriations for permanent improvements during the present year have been \$1,479,000, not including a grant of \$1,350,000 for Sea View Hospital. In all new construction work not only has care been taken to fit the building to its place in the general plan, but architectural merit has not been neglected. The return to stone as the material for the Blackwell's Island structures is most happy; painting to resemble stone has been adopted as the best means of treating the brick buildings that were so incongruous. The result in general appearance is harmonious and dignified.

During the administration a series of general and special orders has been issued in effect reorganizing the work of the department by clearly defining the duties of officers and employees and introducing new methods. In particular the matter of food supplies and dietaries has been covered by well considered orders. The establishment of a Kosher service at the City Hospital early in the present year deserves special mention.

To obtain competent and reliable help at the wages paid has been and is almost impossible; some success has attended the efforts of the past four years to obtain appropriations sufficient to allow a minimum wage of \$20 per month to men and \$15 to women, both with maintenance. It is at least probable that the number of employees needed might be lessened were better wages paid and greater efficiency thus secured.

Fire protection and means of escape throughout the department are under the general supervision of the departmental expert, Mr. F. A. Ross, who gives attention to the quantity, suitability, and condition of apparatus, to organizing and practicing local brigades, and to conducting fire drills and instructing nurses and attendants. In case of children, fire drills usually extend to their actually leaving the building; this in hospitals is, of course, quite impossible. Watchman's clock systems have this year been installed in all the institutions of the department, but are not entirely in use as money for watchmen is not available. Fire

alarm systems are generally needed. Fireproof balconies or porches and stairways for all hospital buildings, besides providing means of escape would also allow out-of-door treatment for many patients; those recently erected at Randall's Island Hospitals are a good example.

Pier accommodations and boat service have been improved since 1906 by the addition of the steamship "The Lowell" now making regular trips to the island institutions, to Staten Island, and serving as an excursion boat for inmates' outings; and changes in piers as follows: at East Fifty-third street the landing has been rebuilt and a commodious pier house erected, the Fifty-second street landing with its long flight of stairs being abandoned; the landing at East Seventieth street along with the steamer "Bronx" has been taken over from the Department of Correction. Within the present year a landing at East Ninety-first street has been secured and a pier house built there and at the Metropolitan Hospital landing on Blackwell's Island, and the proposed ferry service will be established when a boat is available; a landing has been secured and a pier house built at the foot of Noble street, Brooklyn, and a provisional service established. A reception building at the City Hospital landing has been built. The five boats of the department are in constant use; the withdrawal of any one for repairs seriously cripples the service, and improvements made desirable by the growing work of the institutions can not be made, as for instance the ferry service to the Metropolitan Hospital. An additional boat is much needed.

The main offices on the pier at the foot of East Twenty-sixth street are inadequate for the work of the department, and inconveniently located not only for officers and employees but also for applicants for relief. Commissioner Heberd in a request for an appropriation for a new office building, May 29, 1909, said: "These quarters are inadequate, particularly the rooms occupied by the Bureau of Dependent Adults and are in an undesirable as well as a relatively inaccessible location. The nearest trolley line is about a quarter of a mile distant, necessitating a long trip on the part of thousands of unfortunate people annually, to get to and from the office, which is to many of them a great hardship even under favorable conditions. In bad weather conditions are

necessarily much worse. Many of the callers are poorly provided with food and clothing and suffer greatly in consequence." A new building should be provided in a better location.

The present quarters of the Children's Bureau are thoroughly unsatisfactory, but a building in East Fifty-ninth street is now being remodeled for its use; quarters are to be provided for temporary detention of children and mothers; the want of such rooms has long been felt.

The public services of Commissioner Hebbard aside from the duties of his office have been so conspicuous that it would be ungracious not to refer briefly to some of them. He contributed largely to the success of the Mayor's Commission on Public Hospitals after being most influential in securing its appointment. He has in addition made every effort to have the recommendations of the Commission made effective, with the result that the Ambulance Board has been established by an amendment of the city charter and that the proposed Department of Hospitals is receiving careful consideration. The Russell Sage Institute of Pathology with its laboratory at City Hospital, Blackwell's Island established in 1907; The Scientific Advisory Council of Physicians, created in 1908, and the Advisory Board on Landscape Gardening for Randall's Island, created in 1909, should also be credited to his administration.

The practice of naming buildings for persons who have rendered distinguished public services in the department's institutions has been followed for all the recent structures of importance.

In the institutions of the department generally increases of population through many years have not been attended by proportionate increases in facilities; necessity has compelled both overcrowding of inmates and overtaxing of kitchens, laundries, and the like; the need for such auxiliary buildings is still pressing, though relief has been obtained by new structures at some of the institutions.

Inmates are so far as possible kept employed at work suited to their abilities; the output of the various shops at the Home on Blackwell's Island and of the Industrial School at Randall's Island is used for other institutions as needed. Clothing for in-

mates is largely made at the several institutions by inmate labor, and is well adapted to its uses.

The new Municipal Lodging House in East Twenty-fifth street opened early in the past winter, is a model building of its kind; it affords temporary shelter and food to homeless persons; applicants are encouraged to find employment; those willing to work are kept longer than the regulation three nights in return for part time labor at the stone yard; all are examined by the resident physician, and the sick directed to the department's hospitals for treatment.

Metropolitan Hospital; and Training School for Nurses:

New buildings:

Dormitory, male employees, completed 1907.

Addition, nurses' home, completed 1908.

New nurses' home, completed 1909.

Wooden shacks for patients (additional), completed 1909.

Pier house, wooden, completed 1909.

Service building, remodeled 1909.

Under construction:

East pavilion, infirmary for tuberculosis.

West pavilion, infirmary for tuberculosis.

Staff house.

Morgue and pathological building.

Addition to power house and laundry.

Bed capacity, October 4, 1909:				
	Men	Women	Children	Total
Hospital	397	163	46	606
Tuberculosis Infirmary	602	132	16	750
	999	295	62	1356
Census, October 4, 1909:				
	Men	Women	Children	Total
Hospital	375	146	33	554
Infirmary	547	120	23	690
Total patients	922	266	56	1244
House staff	23	....	....	23
Nurses .....	....	97	....	97
Other employees	209	147	....	356
Unpaid helpers	109	5	....	114
Officers	3	3	....	6
Officers' families	8	9	....	17
Total not patients.....	352	261	....	613
Total maintained				1857
Percentage of patients to total supported, 66.9%.				

This census is practically the minimum for the year; for the month of March for example the average population was:

	Men	Women	Total
Patients	1086	297	1383
Others	348	253	601
Total			1984

Percentage of patients to total supported, 69.7%.

The capacity of the hospital has been increased during the year by moving the wooden shacks formerly in use at Bellevue Hospital to the premises; these are designed for temporary use. The buildings now in construction will add several hundred beds to the Infirmary. There is pressing need for additional hospital beds, preferably in a detached pavilion; more infirmary buildings; dormitories for employees; a reception building; a service and store building, and the wings planned for the Nurses' Home; ferry service to the hospital landing should be established.

City Hospital and New York City Training School for Nurses:

New buildings:

- Dormitory, women employees, completed 1907.
- Service, store, and kitchen building, completed 1909.
- Staff house, completed 1909.
- Superintendent's cottage, completed 1909.
- Pier house, wooden, completed 1909.
- Transformer station, completed 1909.

Money is available for one wing of the laboratory building for the Russell Sage Institute of Pathology established in 1907, and for construction work for a new operating room, and for remodeling the main building.

Bed capacity, September 16, 1909, for men, 375; women, 367; total, 742.

Census, September 16, 1909:

	Men	Women	Total
Patients	339	252	591
House staff	28	.....	28
Employees	152	99	251
Unpaid and convalescent helpers.....	42	14	56
Officers' families	1	4	5

Training school:	Men	Women	Total
Officers		2	2
Nurses	3	137	140
Employees	11	33	44
Total not patients	237	289	526
Total maintained			1117

Percentage of patients to total supported, 54.5+%, deducting 33 nurses on duty at Gouverneur Hospital.

For the month of March, average of both Hospital and Training School:

	Men	Women	Total
Patients	418	274	692
Others	227	231	458
Total			1150

Percentage of patients to total supported, 60.2%.

Extensive changes including a new operating suite and additional wards for patients are planned for the central part of the main building left vacant since the occupation of the staff and service buildings. A new maternity hospital in place of the present wooden building, an isolation building, a laundry and additional dormitories for employees and convalescent patients are needed. The Training School, while a separate institution, forms practically a part of the City Hospital; it continues to furnish nurses to Gouverneur Hospital; its buildings at the south end of the island are inadequate in size; room for expansion may be obtained by the proposed fill southward.

City Home for the Aged and Infirm, Manhattan Division:

New buildings:

- Reception pavilion and bathhouse for men, completed 1908.
- Reception pavilion and bathhouse for women, completed 1908.
- Operating pavilion, completed 1909.
- Shop addition to male blind ward, completed 1909.

Under construction:

- Neurological ward.
- Day room for men.
- Addition to laundry.
- Roman Catholic church (by private funds).

Bed capacity, approximate, men, 1400, women, 1250; total, 2650.

Census, September 26, 1909:

	Men	Women	Total
Inmates, hospital	341	238	579
Inmates, others	1004	966	1970
Total inmates	1345	1204	2549
House staff	4	.....	4
Officers and employees.....	102	104	206
Others maintained	10	9	19
Total not inmates....	116	113	229
Total maintained			2778

Percentage of inmates to total supported, 91.7 + %.

Average for March, 1909:

Inmates	1539	1238	2777
Others maintained	119	107	226
			3003

Percentage of inmates to total supported, 92.4+ %.

Transfers of relatively able-bodied inmates are made to the Farm Colony, Staten Island, as accommodations there permit, in pursuance of the plan to convert the Home into a neurological hospital. Dormitories for employees, and homes for staff and nurses are much needed, as are also a day room for women, and a service, store, kitchen, and dining building. The condition of the hospital wards and of rooms for nurses and employees, and of the male barracks was found unsatisfactory by the inspector in regard to cleanliness, order, and presence of vermin; this indicates administrative weakness. There is serious overcrowding during the winter months.

The New York City Children's Hospitals and Schools, Randall's Island:

The survey and layout for this institution have but recently been completed; no new buildings have been erected; a Protestant chapel has been provided, water towers with modern plumbing

have been added to five buildings and fireproof balconies and stairs to the custodial buildings; the contract for a new Nurses' Home is let. The layout anticipates the removal of the Refugees from the island, as well as the change in the character of the institution, which will result from the transfer of the custodial cases to State care.

Capacity, November, 1909:

Hospital	659
School for feeble-minded	398
Custodial asylum	523
Total	1580

Census, November, 1909:

	Male	Female	Total
Hospital	307	210	517
School for feeble-minded	275	128	403
Custodial asylum	306	300	606
Total inmates	888	638	1526
Staff	6		6
Nurses (hospital helpers, 61)		66	66
Other employees	175	164	339
Total not inmates	181	230	411
Total maintained			1937

Percentage of inmates to total supported, 78.7+ %.

Average for March, 1909:

Inmates	859	610	1469
Others maintained	176	223	399
Total	1035	833	1868

Percentage of inmates to total supported, 78.6 + %.

Among buildings now needed are a kitchen and service building, a hospital pavilion to permit the removal of the "Infants Hospital," a new industrial building, to permit greater stress to

be laid upon industrial rather than scholastic instruction for defective children; a general power plant and a general laundry; roads and grounds need attention. Special effort should be made to conserve and improve the groups of fine trees in various parts of the island, now sadly neglected and suffering irreparable damage.

For the institutions of the department outside the Borough of Manhattan new buildings have been acquired, constructed or begun as follows:

Brooklyn offices of Department, occupied 1907.

Kings County Hospital:

- Isolation pavilion, completed 1906.
- Children's hospital, alterations, completed 1906.
- Coal shed, completed 1906.
- Hospital interior changes, completed 1907.
- Tuberculosis cottages, remodeled, completed 1909.
- Morgue and pathological building, under construction.
- New nurses' home, under construction.
- New hospital wing, under construction.

Home for the Aged and Infirm, Brooklyn division:

- Building "annex" acquired from State Hospital, 1907.
- Elevators installed, men's building, 1907.
- New bath and toilet rooms and plumbing, 1909.

Coney Island Hospital:

- Buildings for new hospital practically completed, 1909.

Bradford Street Hospital:

- Negotiations in progress for site for new hospital for which plans have been prepared.

Emergency Hospital, South Brooklyn:

- Building acquired, 1909.

Farm Colony, Staten Island:

- Building for men employees, completed 1909.
- Dormitory for male inmates, under construction, 1909.
- Dormitory for female inmates, under construction, 1909.

Observation pavilion (psychopathic) under construction, 1909.

Sea View Hospital on the Farm Colony premises:

- Six pavilions under construction.

Appropriations are authorized for several of the buildings needed at the various institutions.

II. BELLEVUE AND ALLIED HOSPITALS.

JOHN W. BRANNAN, M.D.....*President of Board of Trustees*
 WINFORD H. SMITH, M.D.....*General Medical Superintendent*

Of the four institutions under this department, three occupy buildings of recent construction while one of the pavilions of the New Bellevue has been occupied for over a year. These modern fireproof structures with their thorough equipment, spacious wards, ambulance service and dispensaries are well adapted to the important place which they occupy in the hospital system of the city; they treat upwards of 45,000 hospital cases annually, and over 300,000 visits are made to their dispensaries. The large number of acute and surgical cases makes service in these institutions attractive to internes and visiting physicians, and adds to the value of the training given in their schools for nurses. Excepting Fordham Hospital they are frequently overcrowded; this condition is especially marked at Gouverneur Hospital.

The development of convalescent relief and social service work during the current year has been marked by the organization of the several committees already at work into a Bureau of Social Service, with the assent and hearty coöperation of the Trustees and the Superintendent, to systematize and extend what is held to be essential and important in a public hospital's activities. The history of this movement at Bellevue goes back to July, 1906, when a graduate nurse was assigned to look after the welfare of discharged patients. Since that time the conviction has become more and more firmly fixed that it is better to keep patients out of the hospital than in it; better to help a convalescent until he can look out for himself than to turn him adrift until he becomes sick enough to be readmitted; better to look after the home treatment of children than to have them return to hospital or dispensary; and better to find, advise and improve living conditions for tuberculosis patients in the early stages of the disease than to wait till they apply for hospital care. The work done is varied; employment is secured; proper clothing provided; small loans made; advice and encouragement given; visits made to patients' homes; admission secured to convalescent homes; children sent to fresh air homes; day camps for tuberculosis patients maintained. These activities illustrate rather than describe what this bureau is intended to undertake. The expense is partly borne

by Bellevue and partly contributed; many of the workers are unpaid volunteers. The Free Synagogue gives assistance for Jewish patients; the two boats, "Westfield" and "Southfield," used as day camps are maintained by the city which also furnishes teachers for the children in attendance, but private contributions are also needed.

Another phase of the policy of the Trustees is shown by the Budget requests for 1910 for a resident physician and a clerk for the alcoholic wards that inmates may be assured of consistent medical treatment, and that clinical records may be kept. The problem of alcoholism has been the subject of much thought, not only in its relation to Bellevue, but to the city, and as a general question; the lack of institutions for its rational treatment is deplored; as a step in the right direction the Trustees desire to improve the service at Bellevue.

BELLEVUE HOSPITAL:

The new Training School for Nurses was occupied in May of this year. Work on the Pathological Building, to contain also morgue and dormitories for male employees, has been suspended owing to the failure of the contractor; it is now progressing; the power plant foundation and iron work in progress is completed; work is begun on the laundry; plans are prepared for the surgical pavilions of the New Bellevue and money available for wards "L" and "M"; many minor changes have been made.

Capacity, October, 1909: Beds for men, 666; women, 387; children, 177; total, 1230.

Census, October 14, 1909:	Male	Female	Total
Patients	607	309	916
Tuberculosis patients on boat.....	.....	.....	78
Total patients .....	.....	.....	994
Officers	2	.....	2
Staff and substitutes.....	63	.....	63
Nurses	66	205	271
Other employees	277	252	529
Total not patients.....	408	457	865
Total maintained .....	.....	.....	1859

Percentage of patients to total supported, 53.4 + %.

This is practically a minimum census.

For March, 1909, the average census was:

Patients, 1112; total maintained, 1931.

Percentage of patients to total supported, 57.5 + %.

FORDHAM HOSPITAL:

Beds for men, 74; women, 48; children, 27; total, 149.

Census, October 22, 1909:	Male	Female	Total
Patients	78	47	125
Staff and officers.....	8	1	9
Nurses .....	.....	43	43
Other employees	44	35	79
Total not patients.....	52	79	131
Total maintained			256

Percentage of patients to total supported, 48.8 + %.

Average census for March, 1909:

Patients, 141; total maintained, 271.

Percentage of patients to total supported, 52 + %.

The capacity of the hospital is generally sufficient for its needs, but has been exceeded frequently; over 160 patients were present at times during the past winter. The Training School is taxed beyond its facilities for properly housing the nurses.

GOUVERNEUR HOSPITAL:

Beds for men, 78; women, 36; children, 30; total, 144. Reception, detention, and isolation, 14. Grand total beds, 158.

Census, October 19, 1909:	Male	Female	Total
Patients	71	41	112
Staff and officers.....	10	1	11
Nurses .....	.....	39	39
Other employees	46	42	88
Total not patients.....	56	82	138
Total maintained			250

Percentage of patients to total supported, 44.8%.

Average census for March, 1909:

Patients, 155; total maintained, 286.

Percentage of patients to total supported, 54 + %.

This institution is frequently overcrowded; the dispensary work is far beyond what can be properly handled in the present quarters; it is proposed to acquire property across the street and to erect a building for dispensary and such other uses as may seem best.

HARLEM HOSPITAL:

Beds for men, 57; for women, 76; for children, 33; total, 166; of which 131 are available for general hospital uses.

Census, October 8, 1909:	Male	Female	Total
Patients	57	60	117
Children.....	.....	.....	28
	<hr/>	<hr/>	<hr/>
Total patients .....	.....	.....	145
	<hr/>	<hr/>	<hr/>
Officers and staff.....	10	1	11
Nurses .....	.....	52	52
Other employees	51	37	88
	<hr/>	<hr/>	<hr/>
Total not patients.....	61	90	151
	<hr/>	<hr/>	<hr/>
Total maintained			296
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Percentage of patients to total supported, 48.9 + %.			
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Average census for March, 1909:

Patients, 159; total maintained, 297.

Percentage of patients to total supported, 53.5 + %.

This hospital is frequently overcrowded; building of a Nurses' Home and the planned rear wings of the hospital should be hastened.

As a whole the present institutions are doing a vast amount of work with insufficient facilities; plans for their enlargement are well developed; appropriations are being more liberally made; and provision against future needs seems assured. For something better than mere increase in size there is good hope.

Respectfully submitted,

(Signed) JAMES H. FOSTER,

Inspector.

Dated, Albany, N. Y., December 29, 1909.

REPORT
OF
VISITATION OF ALMSHOUSES IN THE SECOND
JUDICIAL DISTRICT.

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REPORT

OF

VISITATION OF ALMSHOUSES IN THE SECOND JUDICIAL DISTRICT.

to the State Board of Charities:

Your Commissioner begs to report having visited during the past year all of the almshouses of the district, some of them several times. The condition of most of the institutions was found to be satisfactory.

At Suffolk County Almshouse the addition to the hospital is completed and provides for the isolation of tubercular patients. A new 8-inch and 10-inch tile sewer was laid to a new cesspool one-half mile distant, new floors were laid, and some metal sheathing applied. This institution is first-class in administration but the lack of a proper day-room for men, and of improved bathing facilities prevent it from being graded first-class in plant. No important change was noted in the Suffolk County Children's Home.

The New York City Farm Colony on Staten Island is under new management and has entered upon a period of expansion. The two-story stone dormitory for employees is ready for occupancy and will accommodate thirty men. Two hundred thousand dollars is available for the erection of two new dormitories for inmates, one for women and one for men, and \$20,000 for a new pavilion for suspected cases of insanity. Steam heat will be installed in the cottages to replace the hot air system, which never gave satisfaction. The discipline, both of employees and inmates, is strict, and the bookkeeping system has been improved. The rapid enlargement of this institution is desirable that it may provide for the excess almshouse population of Kings and Queens counties. The greatest need is for an improved water supply.

The New York City Home for the Aged and Infirm, Brooklyn Division, is overcrowded and has no further room for expansion. The "annex," formerly a part of the Kings Park State Hospital for the Insane, has been equipped to accommodate 420 men, but the dormitories for women inmates are very much crowded. Tubular fire escapes have been placed on the men's almshouse, and the plumbing in the women's building overhauled.

At the Kings County Hospital a new training school for nurses and a morgue are being erected, and an addition to the hospital on the men's wing is provided for. Two frame cottages have been repaired for the use of tubercular patients. With the rapid growth of the hospital, the laundry and bake shop have become inadequate, and an addition to the staff-house is needed.

Cumberland Street Hospital is kept in good repair. New sterilizers have been provided and the elevator shaft run up so that patients may be taken to the roof garden by elevator. A neighboring site should be acquired for the erection of a nurses' home, power-house and service building.

A new hospital will soon be erected to replace the Bradford Street Hospital, an emergency hospital from which transfers are now made to Kings County Hospital. The distance is too great, and a larger hospital is needed near Bradford street, to accommodate patients in that section of the city. The Coney Island district will soon have a fine new hospital, and an emergency hospital is contemplated at Greenpoint. On Staten Island Seaview Hospital is in process of erection near the farm colony.

With regret your Commissioner again reports that no proper provision has been made for the Nassau county poor. On December 2, 1908, the superintendent of poor in Nassau county reported thirty cases under his charge. Of these six were in Jones Institute, eight at the Hempstead Poor Farm, and sixteen at the Brunswick Home, Amityville, a private institution which charges the county \$5 a week for each inmate. The price of board at the almshouse is \$3.25. Jones Institute at Oyster Bay, and the Hempstead Poor Farm, at Hempstead, are among the poorest almshouses in the State. Their inmates are not properly protected in case of fire, nor well cared for when sick, and equipment and administration are not such as to secure them reasonable comfort. Nassau county is abundantly able to provide an adequate almshouse for its dependent sick and aged poor.

A statistical table of the almshouse population (except for New York City) is added.

Respectfully submitted,

(Signed) AUGUSTUS FLOYD,

Commissioner, Second Judicial District.

STATISTICAL SUMMARY.

ALMSHOUSES	INMATES			Children under 2 years	Children between 2 and 16 years	OVER 70 YEARS OLD			Epilep- tics	Feeble- minded	Idio's
	Male	Female	Total			Male	Female	Total			
Hempstead town.....	31	6	37	0	0	8	5	13	0	3	0
North Hempstead and Oyster Bay town.....	35	10	45	0	0	8	6	14	1	1	0
Suffolk county.....	70	55	125	0	0	21	21	42	1	29	0
Total.....	136	71	207	0	0	37	32	69	2	33	0

REPORT
OF
VISITATION OF ALMSHOUSES IN THE THIRD
JUDICIAL DISTRICT.

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out for the adornment of the institution and the comfort of the inmates.

The Third Judicial District includes the historical towns of Kingston, Catskill, Hudson, Albany and Troy, and the section of the State first settled by white men. The almshouse sites are very old, that of the Albany Almshouse being probably the oldest in the United States. These sites were well chosen and were originally located in the country, but in several cases the cities have grown to meet them, so that in Albany, Troy, Cairo, and Kingston the almshouses are in proximity to dwellings or other institutions. The almshouse buildings were substantial when erected, but are now out of date, except in Ulster and Schoharie counties where fires have compelled the erection of new buildings within recent years. The remaining almshouses are antiquated in many ways, and retain many old fashioned customs and conditions. The lack of modern equipment and methods is distressing to one who desires these institutions to be as well equipped and up to date as the fine almshouses in the sections of the State more recently settled. Columbia County Almshouse uses filthy outhouses instead of modern plumbing, some of the inmates at Albany Almshouse go to bed by candle light and have no toilet conveniences, Ulster and Rensselaer County and Kingston City Almshouses use the most old fashioned type of iron bed, Greene County Almshouse lacks modern fire protection, and Sullivan County Almshouse, a reproach to that county, is an ill laid out place, with dirty farm buildings almost in the front yard and conglomerate group of sheds, shanties and dormitories in the back ground. No almshouse plant in the district is really first class, four are second class, and four third class.

ADMINISTRATION.

The administration is better than the equipment, the management being satisfactory in Greene and Schoharie County Almshouses and Kingston City Almshouse. The men's buildings at Rensselaer, Columbia and Ulster County Almshouses are unclean, the cooking at Albany Almshouse is not properly done, and the general management of Sullivan County Almshouse is poor, for

lack of sufficient officers, although some improvement in cleanliness was noted during the recent visitation.

A more detailed account of each almshouse will be given, followed by a statistical report of the almshouse population.

All of which is respectfully submitted.

(Signed) SIMON W. ROSENDALE,
Commissioner, Third Judicial District.

Albany Almshouse, Albany, N. Y.

Capacity, 300. Estimated value, \$75,000.

The Albany Almshouse consists of five brick buildings, four of which are very old. The service building is modern, containing a chapel, dining rooms and kitchen, a power laundry, shower bath and clean clothes rooms. At the mid-summer inspection flies were found swarming in the kitchen, a pail of garbage standing on the floor being the attractive point. The food served is poorly seasoned and unappetizing. A competent cook should be employed to manage the kitchen work, and have charge of the food supplies.

The morgue at the almshouse is used as a city morgue. It occupies one-half of a small brick building, and has a few rough shelves for equipment. There is no means of properly laying out the bodies; no refrigeration and no ventilation. There are often many bodies on hand, putrefaction sets in, and the place is most offensive. The cemetery is an ill-kept spot, which has been once filled with bodies and is now being dug up the second time. There are no suitable markers. The city of Albany needs a better morgue and the almshouse should provide more decent burial.

Columbia County Almshouse, Ghent, N. Y.

Capacity, 150. Estimated value, \$30,000.

The Columbia County Almshouse is a three-story brick building, with two detached buildings. One is a two-story hospital for men, in which an attendant, paid \$48 a year, takes care of nineteen patients. The other is an additional dormitory for men, and was found dirty and foul smelling. The fire protection was

improved this year by the purchase of 500 feet of standard rubber lined hose, and 250 feet of 1½ inch hose. Liquid chemical extinguishers and fire pails should also be provided. The building is old and the plumbing out of date. New plumbing is needed to do away with the unsanitary outside closets.

Greene County Almshouse, Cairo, N. Y.

Capacity, 100. Estimated value, \$20,000.

The appearance of this almshouse has been greatly improved by complete exterior painting. The building is old and the floors and walls badly worn. Interior renovation is needed. Definitely provision should be made for hospital accommodations, which are now lacking. There are no fire escapes, fire risers or liquid chemical extinguishers. These should be provided. The care given to inmates is satisfactory and the almshouse is clean; it has been placed in Class I as to administration.

Kingston City Almshouse, Kingston, N. Y.

Capacity, 90. Estimated value, \$45,000.

The Kingston City Almshouse is pleasantly located and is efficiently administered. The almshouse is an old brick building of the congregate type, with defective plumbing. The plan for placing fireproof stairs in a masonry well is under consideration. Liquid chemical fire extinguishers should be placed on each floor and new beds provided. Management is satisfactory and it is placed in Class I as to administration.

Rensselaer County Almshouse, Troy, N. Y.

Capacity, 350. Estimated value, \$75,000.

The winter census at this almshouse exceeds the capacity, and about seventy-five men inmates are housed in the unventilated and dimly lighted attic of the men's building. It has two small windows which are kept closed on cold nights, so that the atmosphere becomes dangerously impure before morning. The improper housing of so many men is a serious defect of this almshouse.

her is the unsanitary condition of the hospital. On the second floor of the men's hospital is a flush closet in a small dark room, which has no ventilation except into a ward. It is filthy, and the leakage soaks down into the kitchen closet below, where food and other supplies are kept. Such a loathsome and unnecessary condition indicates gross neglect on the part of the medical and administrative officers of the institution.

Schoharie County Almshouse, Middleburgh, N. Y.

Capacity, 40. Estimated value, \$30,000.

The new almshouse is a two-story brick building, which provides ample accommodations for the inmates but not for the officers.

As a temporary remedy a large room on the women's side, which at present is needed for the women inmates, is used as an officers' sitting room. The almshouse windows are set so high in the wall, that inmates sitting by them cannot see out of doors. A right to some unfailing springs of water was purchased, and water piping provided, so that the almshouse is now provided with a good water supply. The dietary is good and the almshouse is clean and comfortable. Satisfactory management has resulted in placing this almshouse in Class I as to administration.

Sullivan County Almshouse, Monticello, N. Y.

Capacity, 60. Estimated value, \$10,000.

The Sullivan County Almshouse consists of three frame structures, two of which are very old. The poverty of the inmates is emphasized by their wretched surroundings. Every feature of the institution from the laundry, which is falling down, to the unsanitary cow barn suggests penury and discomfort for man and beast. The yard is a mud bed, the buildings need painting, the cell cases are dark and steep, and the dining room inconvenient and unattractive. A new almshouse is needed in a better location. Frequent attention has been called to the disgraceful condition of the almshouse, but the supervisors seem to disregard

these warnings. While there is some improvement noticeable in the management, unless some permanent improvements are soon provided for, stronger measures may become necessary.

Ulster County Almshouse, New Paltz, N. Y.

Capacity, 110. Estimated value, \$71,000.

This almshouse is built on the cottage plan. The women's building is too large for present needs and the men's too small. The erection of a much needed hospital would relieve the men's building of its excess population. The interior walls of the almshouse are rough and kalsomined. A smooth finish is desirable. Fire escapes and liquid chemical extinguishers are needed.

STATISTICAL SUMMARY.

COUNTIES	INMATES			Children under 2 years	Children between 2 and 16 years	OVER 70 YEARS OLD			Epileptics	Feeble-minded	Idiots
	Male	Female	Total			Male	Female	Total			
Albany.....	185	59	244	1	0	36	24	60	1	6	0
Columbia.....	97	30	127	0	0	31	12	43	0	6	0
Greene.....	91	52	143	1	0	11	15	26	2	3	0
Kingston city.....	46	14	60	1	0	16	6	21	1	2	0
Rensselaer.....	174	78	252	0	0	30	20	50	0	4	0
Schoharie.....	31	17	48	0	0	7	2	9	0	0	0
Sullivan.....	35	17	52	1	0	15	4	19	3	4	3
Ulster.....	64	15	79	1	0	29	5	34	0	9	1
Total.....	645	252	897	5	0	175	87	262	7	34	4

REPORT
OF
VISITATION OF ALMSHOUSES IN THE FOURTH
JUDICIAL DISTRICT.

[483]

REPORT
OF
VISITATION OF ALMSHOUSES IN THE FOURTH
JUDICIAL DISTRICT.

To the State Board of Charities:

The report of visitation of almshouses in the Fourth Judicial District is herewith submitted. During the fiscal year ending September 30, 1909, all the almshouses were twice inspected by an inspector in the employ of the Board.

Important improvements have been made in most of the institutions. Electric lights and a power laundry were installed in the Clinton County Almshouse, fire pails provided and the grounds and farm improved. Extensive renovation was made in the Franklin County Almshouse. The St. Lawrence County Almshouse has new windows and porches and the cow barn was completely overhauled to make it sanitary. The Fulton County Almshouse has been pointed up, repainted throughout and placed in first class condition. The cemetery was graded, fenced, a monument erected and markers provided for the graves. Two new buildings were erected at the Montgomery County Almshouse, a barn and a combination carriage house, carpenter shop and root cellar. Schenectady County Almshouse has a detention hospital for suspected cases of insanity, a glass enclosed corridor for consumptive patients, heating in the men's dormitories and additional toilet facilities. Metal sheathing was extensively applied at Essex and Washington County Almshouses, and Saratoga County Almshouse was repainted throughout. Of the ten almshouses in the district, three are graded as first class in plant and five as first class in administration.

Three almshouses are under new administration. On the whole it may be said that the standard of almshouse administration has advanced, a better grade of officers is secured now than ever before, and the reproach which formerly attached to almshouses is passing away. Laymen who visit and inspect the institutions are surprised to note the changes which have been wrought within a few

years, and the inmates express themselves as well satisfied with their general care.

The weakest point in the equipment of most of the institutions is the means for segregating and nursing the sick. As originally constructed no almshouse in the district has ample hospital accommodations. This defect has been remedied in a few instances. A private benefactor has presented Saratoga county with a fully equipped county hospital. A building formerly used for the insane was converted into a men's hospital at Washington County Almshouse. At Warren County Almshouse a new frame building was recently erected as a hospital for men. Schenectady County Almshouse has two hospital pavilions, besides the detention hospital and glass enclosed corridor for tuberculosis, but the means of caring for the sick are so scattered and inadequate for the large needs of the county that it is recommended that a new county hospital be erected on the almshouse grounds. In the remaining almshouses some part of the almshouse building is set apart for hospital purposes or else the sick remain in their own rooms. Neither of these arrangements is satisfactory, and detached hospitals are recommended in Fulton, Montgomery and St. Lawrence County Almshouses.

A statement regarding the condition and needs of each almshouse and a statistical summary conclude the report.

Respectfully submitted,

(Signed) RICHARD L. HAND,
Commissioner, Fourth Judicial District.

Clinton County Almshouse, Béekmantown, N. Y.

Capacity, 125. Estimated value, \$81,000.

This new almshouse, built on the cottage plan, consists of four brick buildings of two stories each. Each dormitory building has two sitting rooms, a large hospital room, and well aired dormitories. The plumbing is modern, there is electric lighting, steam heating, an adequate water supply, a power laundry and excellent kitchen equipment. The grounds are fine and the inmates have porches to sit on. A hospital attendant is employed and the institution is clean and orderly throughout. Fire risers, hose and fire

uckets are provided. The provision of liquid chemical fire extinguishers is recommended to complete the fire protection.

Essex County Almshouse, Whallonsburg, N. Y.

Capacity, 80. Estimated value, \$40,000.

This is a country almshouse, healthfully located in the Adirondack region. The buildings are of brick, two stories high, steam heated, electric lighted, and supplied with power laundry machinery and modern plumbing. The plumbing in the men's building needs overhauling, being worn out and inadequate. There is not suitable provision for the care of the sick, and patients are sometimes removed from the almshouse to distant hospitals. Fortunately, the climate is so favorable to health and longevity that sickness, other than the decrepitude of old age, is uncommon. Great difficulty has been experienced in securing efficient employees at this almshouse. The higher wages paid at the neighboring summer resorts attract the almshouse employees during the summer season and the superintendent is unable to replace them when they leave. The cleanliness of the men's dormitory has suffered very much from this cause during the past summer. Fire drills and liquid fire extinguishers are needed to improve the fire fighting equipment.

Franklin County Almshouse, Malone, N. Y.

Capacity, 70. Estimated value, \$30,000.

The Franklin County Almshouse is built of brick, with three stories in the center and two in the wings. There are service rooms in the basement, and the attics contain water tanks. It is a high building, and is particularly in need of good iron stair fire escapes. The patent fire escapes provided are of doubtful value, for they are flimsy and combustible. The water supply is ineffective in quantity, there being no storage facilities except the attic tanks. The plumbing is worn out and should be replaced. The greatest need of the almshouse is hospital accommodations. There is now no means of segregating the sick, nor is a nurse employed for their care. Neglect to provide suitable care for the aged and sick wards of the county is inhumane, and it is hoped

that the present administration, which has done so much to overcome defects, will secure an ample appropriation from the county to make possible the proper care of sick and infirm inmates.

Fulton County Almshouse, Gloversville, N. Y.

Capacity, 80. Estimated value, \$40,000.

The grounds surrounding this modern almshouse are attractive. The shrubbery is choice and the lawns carefully kept. The sitting-room windows overlook the lawns, so that the inmates derive benefit from their beautiful surroundings. The buildings are kept in first class repair, and are well furnished. There is steam heat, electric light, a power laundry, adequate fire escapes and fire protection, and an efficient sewage disposal plant. The only serious defect in the plant is the lack of a county hospital for the proper care of sick and infirm inmates.

Montgomery County Almshouse, Sprakers, N. Y.

Capacity, 72. Estimated value, \$35,000.

The dormitory cottages are frame buildings, but the administration building is of brick. The inmates have well lighted sitting and bed rooms. The care of sick men at this almshouse has not been satisfactory. No nurse is employed and there is no hospital, but the sick men sleep in open dormitories together with well men. Tuberculosis cases are not isolated. The supervisors of this county have been very slow in making improvements. The almshouse is lighted by kerosene lamps, although there is water power enough on the place to generate electricity. Fire escapes are needed. The interior painting of the almshouse has been neglected, until the walls are unsightly. The live stock at the almshouse has been very poorly housed, but a new barn is in process of construction.

St. Lawrence County Almshouse, Canton, N. Y.

Capacity, 125. Estimated value, \$74,000.

Since new windows were placed in this almshouse the exterior appearance is improved, but the interior is very much run down. Nothing short of complete overhauling will place the building in sanitary condition. The floors are bad, the walls

ling, the plumbing worn out, and the stair cases defective. Liquid chemical fire extinguishers are needed. The hospital rooms are on the third floor of the building, and no nurse is employed. If the sick are transferred to the hospital they are likely to be neglected, for the officers have duties which require them to remain in other parts of the building. If the sick are kept down stairs, for convenience, they occupy the same dormitories with inmates who are not ill. Aside from the defective care of the sick, the inmates in this almshouse are well provided for and kindly treated.

Saratoga County Almshouse, Ballston, N. Y.

Capacity, 130. Estimated value, \$75,000.

The Saratoga County Almshouse is a two story brick building with two rear extensions. The county hospital is a double two story building, with women's wards on the right and men's wards on the left. The hospital has a fine south porch, glass enclosed and heated. The whole equipment of this almshouse is good and the housekeeping excellent. It furnishes a happy and suitable home for the sick and aged poor of Saratoga county.

Schenectady County Almshouse, Schenectady, N. Y.

Capacity, 160. Estimated value, \$160,000.

The location of this almshouse in the heart of the city of Schenectady, with only five acres of land for premises, renders the problem of its management quite different from that of any other almshouse in the Fourth Judicial District. Among the inmates of this almshouse are those who have met with industrial accidents, lost their health by exposure, or been thrown out of work by shifting industrial conditions. They are younger than the average almshouse inmate, and if possible, should become self-supporting again. It is unfortunate that the almshouse offers them little work to do, for the easy life at the almshouse tends to weaken their desire to earn their own living. Saloons in the neighborhood are a serious temptation to the men, and it is only severe discipline that they are prevented from bringing liquors on the grounds, or returning to them in an intoxicated condition.

The new management is studying the problem presented in this city almshouse, but has not yet solved it.

Warren County Almshouse, Warrensburgh, N. Y.

Capacity, 100. Estimated value, \$18,000.

The oldest almshouse building in the district is located at Warrensburg, on the bank of the Schroon river. The original stone building has been added to from time to time, and out-houses have sprung up here and there, until there has resulted about the motliest group of buildings in the State. The Warren County Almshouse is inconvenient, inadequate in size, and the basements are insanitary. The State Board of Charities recommends that the county erect a new institution, of fire resisting construction, which will provide adequately for the separation of the sexes, the care of the sick, power laundering, and modern means of cooking. The present building is a fire trap not even provided with fire escapes.

Washington County Almshouse, Argyle, N. Y.

Capacity, 150. Estimated value, \$40,000.

The Washington County Almshouse is composed of five two story brick cottages, in good repair. The water supply has been defective during the summer, and part of the drainage system is inadequate. Laundering is done by hand, but a power laundry should be installed. This year the men's hospital was metal ceiled and neatly painted, a great improvement. This hospital occupies the first floor only, the second floor and attic being unused and dilapidated. No building on the county premises should be allowed to run down as this one has. Since the hen house burned a few years ago it has not been replaced, and the hens have no proper quarters. Aside from this the farm buildings are adequate and creditable to the county. The almshouse should be screened in summer. For lack of screens, the blinds on the dormitories are kept tightly closed, to the too great exclusion of fresh air and sunlight. In winter the blinds are closed to keep out the cold. The general housekeeping is good, and the clothing and bedding are ample.

STATISTICAL SUMMARY.

COUNTIES	INMATES			Children under 2 years	Children between 2 and 16 years	OVER 70 YEARS OLD			Epileptics	Feeble-minded	Idiots
	Male	Female	Total			Male	Female	Total			
Clinton.....	35	24	59	1	0	11	7	18	3	11	0
Essex.....	27	20	47	0	0	12	4	16	6	12	1
Franklin.....	22	15	37	1	3	17	11	28	0	2	0
Fulton.....	26	11	37	1	0	12	6	18	0	5	0
Montgomery.....	49	14	63	1	0	11	3	14	0	2	0
St. Lawrence.....	46	35	81	1	0	14	12	26	3	15	0
Saratoga.....	57	28	85	0	0	18	12	30	0	16	0
Schenectady.....	84	29	113	2	0	16	9	25	2	4	0
Warren.....	63	10	73	0	0	23	4	27	0	13	0
Washington.....	21	44	65	0	0	11	7	18	1	16	0
Total.....	430	230	660	8	3	135	75	210	15	96	1

REPORT
OF
VISITATION OF ALMSHOUSES IN THE FIFTH
JUDICIAL DISTRICT.

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pressure boilers at Oswego City Almshouse. At Lewis County Almshouse a two-story porch for women was built, a fire escape provided, the walls of eight rooms finished with burlap, new floors laid, and an iron fence put up. Jefferson County Almshouse has new liquid chemical fire extinguishers, a new silo, and a meat cooler. At Herkimer County Almshouse new plumbing was installed, including bath tubs, flush closets, lavatories and slop sinks, and an orchard of fifty apple trees was set out. Onondaga County Almshouse has entered on an era of expansion. The water system has been improved, a new heat and power plant built, the drainage system extended and a farm of 138 acres, with farm house and barn, purchased.

ADMINISTRATION.

Of nine public charitable institutions in the district six are managed with efficiency and are graded first class as to administration. Jefferson County Almshouse fails of this rank because the building is infested with bed vermin and the care of the sick is unsatisfactory. The administration of the present superintendent of poor at Herkimer County Almshouse has been unsatisfactory. Another poorly managed institution in the district is the Syracuse Municipal Lodging House. The lodging house was found in a filthy condition, the paid officer is more often away from his post than on duty, and the general public is too little interested in the institution to call a halt in the inefficient management. The Commissioner of Charities of the city has issued a public statement in which he deprecates the existence of the lodging house, and it would doubtless be better discontinued than to go on encouraging vagrancy and breeding disease as at present.

Attention is called to the needs of the various institutions given below. The census table appended shows that the almshouse population of this district is large, and its proper housing is a serious problem, especially in Onondaga and Oneida counties.

Respectfully submitted,

(Signed) DENNIS McCARTHY,
Commissioner of the Fifth Judicial District.

Herkimer County Almshouse, Middleville, N. Y.

Capacity, 125. Estimated value, \$25,000.

The employment of new caretakers in the men's and women's parts of this almshouse has resulted in greater cleanliness and comfort for the inmates. The hospital is always found clean and the patients well cared for. The hospital, however, is small and has no provision for isolation, so that filthy and contagious cases are kept in the main almshouse. This condition should be remedied. Last spring when smallpox broke out in the neighborhood, and seemed likely to spread to the almshouse, the question arose as to where a smallpox case could be put, for there is no pest house, or any building that could be used for that purpose. A detached building for contagious diseases should be provided.

The dietary of this almshouse is monotonous and poor. There is no range in the kitchen and all the food is stewed in steam cookers. The cook is unpaid. Better cooking facilities and a paid cook are needed.

Jefferson County Almshouse, Watertown, N. Y.

Capacity, 150. Estimated value, \$70,000.

The Jefferson County Almshouse lacks proper hospital accommodations. Sick men are cared for in a first floor room with twelve beds. It has no hospital equipment. A former inmate acts as nurse. There is no hospital or nurse for the sick women. Unused rooms on the second floor of the almshouse would be suitable for hospital use, if prepared and equipped for the purpose. An experienced nurse should be employed.

The building is not provided with fire escapes. This added precaution in case of fire should be taken.

The extermination of vermin cannot readily be accomplished on account of the broken plaster in the women's rooms. Metal sheathing should be applied.

Lewis County Almshouse, Lowville, N. Y.

Capacity, 100. Estimated value, \$40,000.

The management of this almshouse is enterprising and efficient. Repairs are kept up and many improvements were made during

the year. The plumbing in the East or women's building is old, and should be replaced presently with modern fixtures. The only other needs are for certain repairs to the floors and ceilings, which are being made, a hydrant near the barn, and the installation of shower baths.

Municipal Lodging House, Syracuse, N. Y.

Capacity 54.

The Lodging House occupies the second, third and fourth floors of a rented building at 115 Market street, near the City Hall, Syracuse. The floor space is put up into small rooms and many closets, which are not useful in such an institution. Open wards with single beds are needed. The bedding is old and dirty, the bed rooms unheated, and the applicants are allowed to go to bed with their clothes on if they choose. The beds are all double, and infested with vermin. Bathing is not required of inmates, and they are allowed to do much as they please. There has been talk of moving the Lodging House to better quarters, but nothing has been accomplished. A new building and efficient officers are needed if the work is to be successfully conducted.

Oneida County Almshouse, Rome, N. Y.

Capacity 450. Estimated value, \$300,000.

Improvement was noted in the cleanliness of this almshouse. Vermin has been exterminated by the use of live steam, and with few exceptions no clothing or rubbish was found in the inmates' beds. The dietary department is well managed, but the men's basement dining-room is damp, owing to the bad condition of the wall. The men's building is overcrowded but the opening of the fine new hospital may furnish adequate relief. The hospital is a fireproof structure built on modern, sanitary lines. The new water system, installed last year, gives satisfaction, and the almshouse shows general improvement, both in plant and administration.

Onondaga County Almshouse, Syracuse, N. Y.

Capacity, 500. Estimated value, \$400,000.

The new dormitory for women at the Onondaga County Almshouse is a large and imposing building, providing separate rooms for two hundred inmates, ample toilet facilities, dining-rooms, kitchen and a laundry. The living quarters of the keeper will be in this building. The dormitory formerly used for women and the stone almshouse, occupied by men, need considerable renovation. The Onondaga County Hospital is no longer large enough for the needs, and the lack of good ventilation is noticeable. Tuberculous men are isolated in a special pavilion, and a detached pavilion should be provided for tuberculous women, of whom there are a number at the almshouse. The almshouse is growing in size and there should be more employees. An attendant for men is needed, a bookkeeper and an additional night nurse at the hospital.

Oswego County Almshouse, Mexico, N. Y.

Capacity, 100. Estimated value, \$20,000.

The Oswego County Almshouse is under new management, and many improvements and changes were noted. The most serious defect is the lack of proper fire protection and means of escape. The water supply is limited and there are no fire escapes. The staircases are steep and narrow, and offer no adequate means of escape. Portable chemical extinguishers should be provided. An institution of this size should have a power laundry. It is a needless expenditure of labor to do all the heavy washing of sixty inmates by hand.

Oswego City Almshouse, Oswego, N. Y.

Capacity, 100. Estimated value, \$40,000.

The Oswego City Almshouse is an excellent almshouse, fully equipped in every way, except for adequate fire protection. This can be secured by bringing the Oswego City water to the almshouse and this should be done without further delay.

Utica General Hospital, Utica, N. Y.**Capacity, 78.**

The Utica General Hospital was found clean and well managed. The appointment of a visiting nurse to visit the homes of discharged patients, instruct tuberculous out patients, and care of obstetrical cases is a movement in the right direction. The nursing staff has been increased by two. The living quarters of nurses are in the hospital, but the room is needed for the use of patients. A detached home for nurses is recommended. The inadequacy of the fire escapes on this hospital has been pointed out many times. It is impossible to remove bed patients safely through windows, and door exits should be provided to all fire escapes.

STATISTICAL SUMMARY.

COUNTIES	INMATES			Children under 2 years	Children between 2 and 16 years	OVER 70 YEARS OLD			Epileptics	Feeble-minded	Idiots
	Male	Female	Total			Male	Female	Total			
Herkimer.....	65	26	91	0	1	18	9	27	2	4	3
Jefferson.....	58	42	100	1	1	18	20	38	1	11	1
Lewis.....	29	20	49	1	0	12	9	21	0	5	0
Oneida.....	219	74	293	4	0	71	23	94	6	25	1
Onondaga.....	213	113	326	2	0	66	41	107	3	17	1
Oswego.....	34	23	57	0	0	12	11	23	4	7	1
Oswego city.....	29	19	48	0	0	2	11	13	0	5	1
Total.....	647	317	964	8	2	199	124	323	16	68	7

REPORT
OF
VISITATION OF THE ALMSHOUSES IN THE SIXTH
JUDICIAL DISTRICT.

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A general freshening of the same institution also has increased comfort and changed the atmosphere for the better.

In Chemung county an effort has been made to provide a hospital building to be devoted solely to the care of the sick, and it is anticipated that such building will be erected in a short time. In the meanwhile, the authorities have changed wards and dormitories to provide better accommodations for the inmates.

Chenango, Cortland, Madison and Tioga counties remain substantially as heretofore with high grade as to efficiency of administration. The chief problem in this district is the care of the poor in Schuyler county where the unsatisfactory plan of boarding out still remains. The State Board of Charities has urged the establishment of a county almshouse upon the supervisors, and it is hoped the people will realize that such an institution will provide a much more satisfactory method of caring for public dependents than is possible where the poor are boarded out in private homes. The influence of the boarded-out poor in family homes is usually more or less demoralizing. There is no possibility of controlling their movements; they are liable to abuse and neglect in health, and, when sick, frequently may remain for a long period without receiving the medical attention they require. Without reflection upon the willingness of the authorities to provide medical attention and sufficient clothing and other necessities, the fact that the poor are widely scattered makes it extremely probable that their necessities will be overlooked, and especially in case of sickness, delays will prevent the prompt medical attendance they should receive.

The cost of maintenance of a county almshouse need not be high. In fact, counties maintaining a no larger number of poor than is now boarded out in Schuyler county are able to do it at a less annual cost to the taxpayers than is incurred in Schuyler county at the present time. Looked at from the standpoint of humanity, and from the side of economy, there can be no question that it will be to the advantage of Schuyler county to maintain its poor in a central county almshouse.

Respectfully submitted,

RALPH W. THOMAS,

Commissioner Sixth Judicial District.

REPORT
OF
VISITATION OF ALMSHOUSES IN THE SEVENTH
JUDICIAL DISTRICT.

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an appointment was made with a committee of the board of supervisors having in charge the Ontario County Almshouse and myself. We met at the almshouse and went over the situation pretty thoroughly. The county has just appropriated a large sum for the erection of a tuberculosis hospital, and while the committee was fully in accord with my views in regard to necessary changes in the almshouse itself, the committee did not think it practicable to urge, at the present time, any increase in the taxation for remodeling or reconstruction of the almshouse building; but I was assured by the committee that a special committee would be appointed and every possible improvement made for which the Board of Supervisors were willing to make the necessary appropriation. It appeared to be a doubtful question whether or not it was advisable to reconstruct or rebuild the almshouse upon the present site, and that matter is one that is now being discussed by the members of the Board of Supervisors.

The needs of the several institutions are reviewed and a statistical summary of the almshouse population of the Seventh Judicial District given.

Respectfully submitted,

(Signed) HORACE MCGUIRE,

Commissioner, Seventh Judicial District.

Cayuga County Almshouse, Sennett, N. Y.

Capacity, 100. Estimated value, \$40,000.

The Cayuga County Almshouse is a two-story brick building with basement; steam heat, acetylene gas light, a power laundry, shower baths and adequate fire escapes. The floors are worn out, and a new staircase is needed. The men's dormitories are overcrowded and poorly cared for. The plumbing is out of date and should be replaced. In order to relieve the overcrowding and provide suitably for the care of the sick, a county hospital should be erected, and a competent nurse employed.

Livingston County Almshouse, Geneseo, N. Y.

Capacity, 100. Estimated value, \$55,000.

The Livingston County Almshouse is built of brick on the cottage plan. It is well ventilated, has a hot and cold water supply

on each floor, modern lavatories and flush closets. There are shower and tub baths. Heating, lighting and water supply are adequate, but the drainage is defective owing to the poor fall. The buildings are well protected in event of fire and are provided with iron stair fire escapes. Provision of liquid chemical extinguishers should be made. The farm of 151 acres, valued at \$7,500, has been much improved within two years, and the almshouse is kept clean and in good repair. A power laundry should be provided.

Monroe County Almshouse and Hospital, Rochester, N. Y.

Capacity of almshouse, 400; capacity of hospital, 250. Estimated value of both, \$200,000.

This institution is located near the city limit between the Penitentiary and the State Hospital for the Insane. The land slopes off in the rear, so that there is no room for the expansion of the institution, unless the Penitentiary property is acquired. With the almshouse overcrowded and a rising census it is evident that additional dormitory space must be provided in the near future. This is the greatest need of the institution, which is otherwise well equipped. There is need also of providing employment for the inmates, many of whom are comparatively able-bodied.

Ontario County Almshouse, Canandaigua, N. Y.

Capacity, 125. Estimated value, \$20,000.

The Ontario County Almshouse is located on a valuable farm of 212 acres three miles from Canandaigua. There is steam heat, acetylene gas light, the water is under fifteen pounds pressure, the ventilation poor, the tin bath tubs old, and the toilet facilities inadequate. A new almshouse and county hospital are needed.

Seneca County Almshouse, Waterloo, N. Y.

Capacity, 80. Estimated value, \$16,000.

This stone almshouse has steam heat, an adequate water supply, except for fire protection, natural means of ventilation, good drainage, a hand laundry, and bath tubs. Electric lighting should replace the present system of lighting by kerosene lamps.

Steuben County Almshouse, Bath, N. Y.

Capacity, 115. Estimated value, \$32,000.

The Steuben County Almshouse is built on the cottage plan. The equipment for cooking, heating, lighting and fire protection is not satisfactory. A hospital for men is maintained with two hospital attendants.

Wayne County Almshouse, Lyons, N. Y.

Capacity, 120. Estimated value, \$75,000.

The Wayne County Almshouse is well equipped except that the men's hospital has poor toilet conveniences and no adequate hospital facilities. The two story frame cottage used as a hospital is a good building and a comparatively small outlay would place it in proper condition.

Yates County Almshouse, Penn Yan, N. Y.

Capacity, 80. Estimated value, \$18,000.

The Yates County Almshouse is a three-story structure on the congregate plan. The water supply of this institution is a difficult problem because the building is located on a height of land. An improved lighting system is needed. Homelike comforts prevail in this almshouse and the inmates are excellently cared for.

STATISTICAL SUMMARY.

COUNTIES	INMATES			Children under 2 years	Children between 2 and 16 years	OVER 70 YEARS OLD			Epileptics	Feeble-minded	Idiots
	Male	Female	Total			Male	Female	Total			
Cayuga.....	61	21	82	1	0	24	8	32	5	4	1
Livingston.....	37	20	57	0	0	11	15	26	0	3	0
Monroe (almshouse).....	301	100	401	4	0	68	36	104	2	15	0
Monroe (hospital).....	163	89	252	2	5	19	18	37	2	30	0
Ontario.....	73	20	93	1	0	16	13	29	2	5	0
Saratoga.....	35	8	43	0	0	14	7	21	1	2	0
Schenectady.....	72	28	100	0	0	21	13	34	1	4	0
Steuben.....	44	28	72	0	0	21	14	35	2	7	0
Wayne.....	25	10	35	1	0	10	7	17	0	5	0
Yates.....	25	10	35	1	0	10	7	17	0	5	0
Total.....	811	319	1,130	9	*5	204	131	335	15	75	1

* Hospital cases.

REPORT
OF
VISITATION OF ALMSHOUSES IN THE EIGHTH
JUDICIAL DISTRICT.

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of the taxpayers was whether the outlay of a considerable sum of money would put the main building of the Erie County Hospital in satisfactory condition, or whether economy would be conserved by razing it and building a new fireproof hospital in its place. In any case the present capacity of the hospital is not great enough to accommodate all patients and the erection of new surgical wards is necessary. An officer of the State Board of Charities was sent to make a thorough inspection of the premises in order to determine the advisability of overhauling them, and he was later called in consultation with a committee of supervisors of Erie county. The expert testimony of engineers and architects and the sentiment of the committee of supervisors and the State Board of Charities concurred that the best thing to do is for Erie county to erect a modern hospital with a capacity of 100 beds. The press of the city has given cordial support to the idea and it is hoped that before long Erie county will have a creditable hospital for the care of the sick poor. The removal of the almshouse to the country should be accomplished as soon as possible so that the city site may be taken over by the Erie County Hospital.

The needs of the almshouses of the district are mentioned in the following paragraphs, and the report concludes with a statistical summary of the almshouse population.

Respectfully submitted,

WILLIAM H. GRATWICK,

Commissioner, Eighth Judicial District

Allegany County Almshouse, Angelica, N. Y.

DANIEL C. GRUNDER, Superintendent.

The Allegany County Almshouse has a capacity of 90, composed of 57, and is valued at \$40,000. It consists of four frame buildings, the administrative building, men's and women's dormitories and the service building. There is no hospital. A recent outbreak of erysipelas, which almost cost the life of one inmate, proves conclusively that a detached hospital is needed. The almshouse is otherwise well equipped and affords an excellent home for the county poor.

Cattaraugus County Almshouse, Machias, N. Y.

WILLIS P. KYSOR, Superintendent.

The Cattaraugus County Almshouse is built on the cottage plan and consists of a group of frame and stone buildings valued at \$57,000. There is ample room for the women but the men's cottage and hospital will not accommodate all the men. The others sleep in a small frame cottage which is unsuitable, and on the first floor of the stone building, which is quite distant from the main quarters for men. It will be necessary either to provide more wards for men in the stone building, or to enlarge the men's dormitory. A new laundry is needed, conveniently located. The drainage of this almshouse is unsatisfactory, and an artificial system of sewage disposal will probably be necessary. On account of the topography of the surrounding land the question of drainage is very difficult.

Chautauqua County Almshouse, Dewittville, N. Y.

CHARLES E. DODGE, Superintendent.

This is a brick almshouse, built on the congregate plan, but with a detached hospital, contagious diseases hospital, laundry and creamery. The plant is well kept up and clean. The work is done mostly by inmates, and the results are most creditable. There are no important needs.

Erie County Almshouse and Hospital, Buffalo, N. Y.

MARTIN HEILBRONN, Keeper.

The capacity of the Erie County Hospital is 460 and of the Almshouse 435. The buildings are of Niagara limestone, and the older ones are out of date. Changes are needed in the management of the institutions, to place them on a modern footing. The superintendent of the almshouse is superintendent also of the hospital, although he is not a medical man, nor is he experienced in hospital management. The hospital should be placed in full charge of a medical superintendent, who should be responsible directly to the board of supervisors. The division of labor among the almshouse employees is inequable. Both the superintendent

and his assistant devote most of their time to office work, although they have the assistance of a competent clerk, and the management of the inmates, inspection of the men's buildings, making of repairs, etc., falls on the carpenter, who is so overburdened with duties that he performs none of them well. The daily sweeping, mopping and bed making is quite well done, but the semi-annual house cleaning seems to have been passed over for some time past. The trim of the doors, mouldings and all projecting surfaces are filthy, and dirt has collected in closets and dark corners. The almshouse is very much run down and better administration is needed.

Erie County Lodging House, Buffalo, N. Y.

GEORGE B. KRUG, Superintendent.

The Erie County Lodging House is on its second year of activity. With a capacity of fifty, which is never exceeded, it is filled every night in winter, and some men are sent to other lodging houses, where their maintenance is paid by the county. Its chief merit is that it tries to find work for men, and succeeds in many cases. The dormitories are clean and well aired, and a good quality of food is served. The spotless kettles which adorn the kitchen walls are not those in which the cooking is done, but the common cooking utensils are kept out of sight.

Genesee County Almshouse, Linden, N. Y.

THURMAN A. HART, Keeper.

The excellent improvements made at the Genesee County Almshouse during the past year have raised it to the first class. It is built on the cottage plan, with good water supply, plumbing, lighting and laundry facilities. There is a hospital, which is kept clean, but the employment of a nurse would add much to the comfort of the patients. A morgue is needed and there should be markers for the graves.

Niagara County Almshouse, Lockport, N. Y.

ALANSON C. BIGALOW, Superintendent.

From the last of August, 1908, to the first of February, 1909, this almshouse had no water supply at all except what was hauled

in barrels. The census on December 16, 1908, was 124. The almshouse site is remote from the railroad, and there is a long haul for coal and food supplies. The almshouse is old, inconvenient, does not provide adequately for the separation of the sexes, nor for bathing, and is dark and poorly ventilated. A new almshouse on a more convenient site and a better water supply are imperatively needed.

Orleans County Almshouse, Albion, N. Y.

GEORGE W. POSSON, Superintendent.

The Orleans County Almshouse, with a capacity of 110, and a valuation of \$70,000, has some good features and some poor ones. There is a modern hospital and a good laundry building. The women inmates have comfortable quarters and appear to be well cared for. The small cottage for men is well kept, and the grounds are attractive. The men's wing of the almshouse is in poor condition and should be renovated, making large open dormitories. An improved lighting system is needed. The condition of the farm buildings and the care given the stock do not appear to be satisfactory. An inmate, apparently tuberculous, is isolated in the old tramp house, an unsuitable place, for the cottage is dark, damp and ill-ventilated. There is no day room for men, but they sit in their bedrooms, which increases the labor of keeping the almshouse clean. The service rooms in the basement are dark and insanitary.

Wyoming County Almshouse, Varysburg, N. Y.

EDWARD C. STANLEY, Keeper.

This frame almshouse is built on the cottage plan, with a capacity of 90. It is valued at \$30,000. An unused cottage, formerly a schoolhouse, would make an excellent hospital, and should be so equipped. Each building is heated by itself and there is no hot water system to the various cottages. The men's cottage is old and the plastering is falling. It should be replaced with metal sheathing. The almshouse has a good water supply and fire protection and the dormitories are provided with fire escapes.

STATISTICAL SUMMARY.

COUNTIES	INMATES			Children under 2 years	Children between 2 and 16 years	OVER 70 YEARS OLD			Epileptics	Feeble-minded	Idiots
	Male	Female	Total			Male	Female	Total			
Allegheny.....	26	31	57	0	0	5	11	16	1	3	0
Cattaraugus.....	81	27	108	0	0	37	13	50	1	6	0
Chautauque.....	98	52	150	1	1	32	25	57	4	18	1
Erle (hospital).....	289	118	407	24	2	20	18	38	5	0	1
Erle (almshouse).....	204	69	273	0	0	99	28	127	2	10	0
Genesee.....	53	16	69	1	2	22	7	29	0	14	0
Niagara.....	68	25	93	1	0	24	14	38	0	5	0
Orleans.....	64	22	86	0	0	17	4	21	6	10	0
Wyoming.....	15	18	33	1	0	4	2	6	1	9	1
Total.....	898	378	1,276	28	5	260	122	382	20	75	3

REPORT
OF
VISITATION OF ALMSHOUSES AND CHILDREN'S
HOMES IN THE NINTH JUDICIAL DISTRICT.

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REPORT
OF
VISITATION OF ALMSHOUSES AND CHILDREN'S
HOMES IN THE NINTH JUDICIAL DISTRICT.

To the State Board of Charities:

The annual report of almshouses and children's homes in the Ninth Judicial District is herewith presented. Extensive improvements were made during the year at four of the seven almshouses in the district, namely, in Orange county, Westchester county, Poughkeepsie and Newburgh.

Many of the improvements made had been urged by the State Board of Charities whose recommendations to various institutions are made to facilitate their work and provide the dependent poor with comfortable and sanitary homes, suitable food and clothing, and proper care when sick or disabled. It is necessary that criticism be made of any almshouse which does not accomplish these ends for its inmates, either from inadequate buildings, faulty equipment, or inefficient administration. Such criticisms are a part of the duty placed by law upon the State Board of Charities and are made with deep concern for the interests both of the public which maintains the institutions and of the poor for whose benefit they are maintained.

The chief defects in these institutions are inadequate accommodations for male inmates, lack of, or failure to use hospital facilities, and defects in laundry equipment, protection and means of escape from fire; and defects of administration.

The almshouses of Westchester county, Newburgh city and town, and to a less extent of Dutchess county and Rockland county, have more male inmates than their normal capacity. Proper housing of inmates is one of the most important points in almshouse economy.

Personal effects of inmates should be excluded from the dormitories. Examples of the successful working of the system are found at the Westchester County and Orange County Almshouses.

At the Dutchess County Almshouse the system works less well on account of administrative defects. Remodeling the men's building of the Rockland County Almshouse along the lines followed recently at the Orange County Almshouse would go far to relieve the present undesirable conditions.

An almshouse hospital should provide for all inmates in need of medical attention and special care. The erection of a detached hospital building at the Poughkeepsie City Home places that institution with the Westchester and Rockland County Almshouses in that respect. One or more paid hospital attendants are employed at the almshouses mentioned and at the Orange County Almshouse. The service of competent nurses is much needed at the other almshouses. The so-called hospital at the Putnam county institution is unworthy of the name. At the Dutchess County Almshouse rooms designed for hospital purposes are used as common dormitories, and the sick are cared for in the general dormitory rooms by other inmates.

At four of the almshouses in the district the laundry work is done entirely by hand. The work may be well done, but the use of power machinery is preferable, especially for the heavy washing, as the inmates assigned to this task are generally too old and feeble to do it without risk. Their labor can generally be made useful in cleaning and other light work which cannot be done otherwise than by hand.

During the year fire escapes have been erected at the Orange County Almshouse and Children's Home, and at the Westchester County Almshouse, though this institution is not yet fully equipped. The water supply at the Putnam County Almshouse is inadequate even for domestic uses, and practically valueless for fire protection. Fire buckets kept properly filled should be supplied at institutions which have an inadequate water supply.

Administrative defects are manifest at the Dutchess County Almshouse. The recent changes for the better under the new management in the Westchester county institution are cause for congratulation to the county.

The buildings occupied as Homes for Children at Newburgh and Middletown were built for other purposes and are not well adapted to their present use. Overcrowding is noticeable in both

institutions. Strict compliance with the Health Law should be accorded.

Dutchess County Almshouse, Oak Summit, N. Y.

ISAAC P. CARMAN, Superintendent.

This almshouse with its well planned and well built cottage group ought to rank as high as any in the State. It is in fact one of the lowest in comparative position. There are three reasons which contribute to this undesirable result:

1. There are but two employees to oversee and perform the work of an institution with a population of over one hundred. It is impossible for them to do more than half that is absolutely necessary of the work.

2. Proper equipment is lacking. The rooms are underfurnished, bare and comfortless.

3. The policy followed is otherwise penurious in the extreme. A few hundreds of dollars intelligently spent from year to year would make a vast improvement in the general condition of the institution.

The care of the sick is particularly neglected and mismanaged. There are ample rooms designed for hospital uses, but they are used as general dormitories while the sick and infirm are cared for by fellow inmates in whatever rooms they may happen to be lodged. The male population is slightly in excess of the normal capacity. While any effort to utilize inmate labor is highly to be commended, it must not be forgotten that inmate labor is incompetent to direct its own activities, if so our almshouses would lose the greater part of their population. Close supervision is needed to make the labor even of able-bodied inmates profitable. No inmate should be retained in any almshouse simply because he is useful to the institution. The statistical table following this report shows the number of employees at the other almshouses of the district.

Newburgh Town and City Almshouse, Newburgh, N. Y.

WILLIAM W. COLLINS, Superintendent.

To overcome the two main defects at this almshouse, overcrowding and lack of hospital facilities, the city of Newburgh

has appropriated \$16,000 for a new three-story wing and a Mansard roof on the men's building. The wing will be a men's hospital, with a tuberculosis ward on the third floor. The additions will provide sitting-rooms for the men, a dining room, ample toilet rooms, and sixty-three private bedrooms. Ex-Governor Benjamin B. Odell, Jr., a resident of Newburgh, has presented the city with a four-acre site on the outskirts of the city for a tuberculosis hospital, and will erect buildings accommodating twenty-five patients. This is likely to relieve the almshouse of the care of some of its tuberculosis patients.

Newburgh City Children's Home, Newburgh, N. Y.

The building is far too small for its present population. The dining room is especially crowded and uncomfortable. The recent employment of a kindergarten teacher for the younger children has had a good result. Continued effort is needed to make the home more homelike.

Orange County Almshouse, Goshen, N. Y.

ALEXANDER C. SUTHERLAND, Superintendent.

The remodeled dormitory building for men is thoroughly satisfactory. The brick building should be rebuilt along similar lines to provide adequate and suitable hospital accommodations for both men and women, as well as dormitories for women. A common kitchen should be built to do away with the present system of food service which involves duplication of work and additional expense for fuel.

Orange County Children's Home, Middletown, N. Y.

The building is overcrowded and inconvenient. The Health Law should be better observed; few of its provisions are now carried out.

Poughkeepsie City Home, Poughkeepsie, N. Y.

DAVID W. HITCHCOCK, Superintendent.

Since the opening of the new infirmary and hospital there is excellent provision for all needs at this almshouse. The new building is somewhat elaborate in design and fine in finish, but it

was built by private funds and is strictly reserved for the use of inmates, many of whom are old people whose dependent state is due to misfortune rather than fault. The homelike and comfortable rooms in the main dormitory are reserved for the better grade of inmates. This classification is not without its advantage.

Putnam County Almshouse, Carmel, N. Y.

NATHAN B. SMITH, Keeper.

This is the only almshouse in the district of frame construction. It also enjoys the distinction of having a smaller population than any other almshouse in the State. Its isolated site and frame construction render fire protection and means of escape of the highest importance; neither is sufficient. The water supply is deficient even for service uses.

Rockland County Almshouse, Monsey, N. Y.

J. E. SHERWOOD, Keeper.

The new administration at the Rockland County Almshouse is making many improvements in the plant and administration. So run down and defective was the institution, that it will take several years to bring it up to the proper standard. The women's building has been painted throughout, new plumbing placed in the men's building, 350 feet of 2-inch hose purchased for use on the hydrants, a 14 by 15 feet cesspool dug, and an 8-horse power gasoline engine installed to pump water.

Westchester County Almshouse, East View, N. Y.

WILLIAM C. LAWRENCE, Superintendent.

The administration of this almshouse has been notably improved. The condition which rendered efficiency impossible has been removed, and the work of officers and employees systematized and organized. Many improvements have been undertaken, almost without exception with good judgment. Additional room for male inmates and extensive changes in the hospital are still needed.

Respectfully submitted,

JOSEPH C. BALDWIN, JR.,

Commissioner, Ninth Judicial District.

	Popula- tion	Capacity	Hospital beds	Hospital attendants	Persons over 70 years	Children under 2 years with mothers	Children under 16 years	Feeble- minded	Idiotic	Epilep- tics	Insane	Tramps since last inspec- tion	Employ- ees
Dutchess:													
Male	102	100	0	0	31	1	0	2	0	0	0	.....	1
Female	18	50	0	0	11	0	0	1	0	0	0	.....	1
Total	120	150	0	0	42	1	0	3	0	0	0	163	2
Newburgh:													
Male	98	70	0	0	36	1	0	5	1	3	1	.....	3
Female	53	55	0	0	25	0	0	3	0	1	3	.....	3
Total	151	125	0	0	61	1	0	8	1	4	4	0	6
Orange:													
Male	131	145	24	1	51	1	2	3	0	1	0	.....	7
Female	48	50	0	1	9	0	1	11	0	3	0	.....	4
Total	179	195	24	2	60	1	3	14	0	4	0	150	11
Poughkeepsie:													
Male	45	65	6	0	13	0	0	1	0	0	0	.....	3
Female	30	60	6	1	12	0	0	3	0	0	0	.....	2
Total	75	125	12	1	25	0	0	4	0	0	0	0	5
Putnam:													
Male	18	45	6	1	5	0	0	0	0	0	0	.....	3
Female	5	25	0	0	3	0	0	0	0	0	0	.....	3
Total	23	70	6	1	8	0	0	0	0	0	0	0	6
Rockland:													
Male	85	75	11	0	30	0	0	2	1	0	0	.....	2
Female	35	50	12	1	16	0	0	2	1	0	0	.....	2
Total	120	125	23	1	46	0	0	4	2	0	0	540	4
Westchester:													
Male	316	300	108	2	55	3	1	0	0	1	0	.....	6
Female	98	100	34	6	20	4	0	4	0	3	0	.....	7
Total	414	400	142	8	75	7	1	4	0	4	0	65	13

DIGEST

OF THE

**THIRTY-SEVENTH ANNUAL REPORT OF THE STATE
CHARITIES AID ASSOCIATION, MADE TO THE
STATE BOARD OF CHARITIES, NOVEMBER 1, 1909**

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STATE CHARITIES AID ASSOCIATION OF NEW YORK

UNITED CHARITIES BUILDING,
No. 105 E. 22d STREET, NEW YORK.

OFFICERS,

1909-1910.

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VICE-PRESIDENTS.

MRS. WILLIAM B. RICE.

MR. GEORGE F. CANFIELD.

Miss LOUISA LEE SCHUYLER.

TREASURER.

MR. EDWARD W. SHELDON.

LIBRARIAN.

MRS. HENRY OOTHOUT.

SECRETARY.

MR. HOMER FOLKS.

ASSISTANT SECRETARIES.

MISS MARY VIDA CLARK.

MR. JOHN A. KINGSBURY.

MR. BAILEY B. BURRITT.

BOARD OF MANAGERS,*

1909-1910.

Term Expires 1910.

MRS. TUNIS G. BERGEN.

MISS M. KATE BRICE.

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MR. JOSEPH H. CHOATE.

MR. CHARLES S. FAIRCHILD.

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Term Expires 1911.

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MR. P. TECUMSEH SHERMAN.

MR. FELIX M. WARBURG.

MRS. MARY HATCH WILLARD.

MR. THEORORE L. FROTHINGHAM.

*Since the date of this report the Board of Managers has been enlarged and the following persons have been elected managers: Mr. William E. Harmon, Miss Mary Harriman, Miss Florence M. Rhett.

STANDING AND SPECIAL COMMITTEES, 1909-1910.

On Children.

Mr. Felix M. Warburg, *Chairman*.
 Mr. Francis C. Huntington, *Secretary*.
 Mr. George F. Canfield.
 Mr. Joseph H. Choate.
 Mr. William E. Harmon.
 Dr. A. Jacobi.
 Mrs. Henry Oothout.
 Mr. Eugene A. Philbin.
 Mr. John B. Pine.
 Mrs. William B. Rice.
 Mrs. Mary Hatch Willard.

*Subcommittee on Placing-out
 and Supervision of Children
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 Mrs. Mary Hatch Willard, *Vice-Chairman*.
 Mr. Homer Folks, *Secretary*.
 Miss Beatrice Bend.
 Mrs. Tunis G. Bergen.
 Miss Eleanor Boesé.
 Miss M. Kate Brice.
 Miss Mabel Choate.
 Mrs. Frederick L. Eldridge.
 Miss Emily Nichols Hatch.
 Miss Annie Jennings.
 Mrs. Theodore W. Luling.
 Miss Anne Morgan.
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 Mrs. Alexander Mercer Pell.
 Miss Florence M. Rhett.
 Mrs. Thomas N. Rhinelanders.
 Mrs. William B. Rice.
 Mrs. George F. Shradly.
 Mrs. Charles Steele.
 Miss Sarah Steward.
 Mrs. Alfred Tuckerman.
 Miss Helen Turnbull.
 Mrs. W. Holden Weeks.
 Mrs. John Wells.
 Miss Marie Winthrop.

*Subcommittee on State Charitable
 Institutions.*

Mr. George F. Canfield, *Chairman*.
 Miss Mary Vida Clark, *Secretary*.
 Miss M. Kate Brice.
 Mr. Homer Folks.
 Mr. John A. McKim.
 Miss Anne Morgan.
 Miss Ruth Morgan.
 Mr. Eugene A. Philbin.

**Special Committee on Prevention of
 Tuberculosis.**

Mr. George F. Canfield, *Chairman*.
 Mr. Homer Folks, *Secretary*.
 Mr. John A. Kingsbury, *Assistant Secretary*.
 Mr. Joseph T. Alling.
 Mr. Frederic Almy.
 Dr. Hermann M. Biggs.
 Miss M. Kate Brice.
 Miss Mary Marshall Butler.
 Miss Mary Vida Clark.
 Mr. Robert Cluett.
 Mrs. Paul Dana.
 Dr. Andrew S. Draper.
 Dr. Livingston Farrand.
 Mrs. J. Sloat Fassett.
 Mr. Charles Gibson.
 Dr. William Gibson.
 Mrs. F. R. Hazard.
 Dr. Charles Hitchcock.
 Dr. Edward G. Janeway.
 Mr. Charles H. Marshall.
 Mr. Dennis McCarthy.
 Mr. John A. McKim.
 Mr. Daniel B. Murphy.
 Rt. Rev. Richard H. Nelson.
 Mr. E. F. Peck.
 Dr. Eugene H. Porter, *Ex-officio*.
 Mr. Thomas R. Proctor.
 Dr. John H. Pryor.
 Mrs. William B. Rice.
 Dr. Oscar H. Rogers.
 Dr. Jacob Gould Schurman.

*Subcommittee on Assisting and
Providing Situations for
Mothers with Infants.*

Mrs. Henry Oothout, *Chairman*.
Miss Helen C. Butler, *Secretary and
Treasurer*.
Mrs. Edward Bell.
Mrs. George Brewer.
Miss Edith Bryce.
Mrs. J. Milton Gitterman.
Mrs. W. P. Hamilton.
Mrs. August Heckscher.
Miss E. R. Innes.
Miss Annie B. Jennings.
Mrs. William Kingsland.
Miss Fannie Norris.
Mrs. William B. Rice.
Miss Josephine Stevens.
Mrs. John Seeley Ward.
Mrs. F. W. Whitridge.

On Hospitals.

Mr. Theodore L. Frothingham, *Chair-
man*.
Mr. Homer Folks, *Secretary*.
Mr. Bailey B. Burritt, *Assistant
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Mrs. Tunis G. Bergen.
Mr. George Blagden.
Dr. John S. Billings.
Rev. George F. Clover.
Mrs. William K. Draper.
Dr. J. T. Duryea.
Dr. C. Irving Fisher.
Dr. Lewis F. Frissell.
Dr. S. S. Goldwater.
Dr. Thomas Howell.
Rev. A. S. Kavanagh.
Dr. Alexander Lambert.
Mr. Edgar J. Levey.
Dr. Samuel Lloyd.
Mr. Alexander C. Proudfit.
Dr. Frederick Peterson.
Dr. Linsly R. Williams.
Miss Louisa Lee Schuyler.
Dr. E. L. Trudeau.
Mr. John Williams.

On Pauper Delinquents.

Mr. John A. McKim, *Chairman*.
Mr. Homer Folks, *Secretary*.
Mr. Francis C. Huntington.
Mr. Edwin T. Rice, Jr.
Mrs. William B. Rice.
Mr. P. Tecumseh Sherman.

On Finance.

Mrs. William B. Rice, *Acting Chair-
man*.
Miss Ruth Morgan, *Secretary*.
Mr. Edward W. Sheldon, *Treasurer*.
Miss M. Kate Brice.
Miss Mabel Choate.
Mr. Charles S. Fairchild.
Mr. J. J. Higginson.
Mr. John A. McKim.
Miss Florence M. Rhett.
Mrs. Archibald D. Russell.
Mr. James Speyer.
Miss Dorothy P. Whitney.

On the Insane.

Mr. George F. Canfield, *Chairman*.
Miss Mary Vida Clark, *Secretary*.
Miss Louisa Lee Schuyler.
Dr. Charles L. Dana.
Mr. Charles S. Fairchild.
Mr. Homer Folks.
Dr. Charles Hitchcock.
Mr. Francis C. Huntington.
Mr. William Church Osborn.
Dr. Frederick Peterson.

*Subcommittee on Prevention and
After-care.*

Miss Florence M. Rhett, *Chairman*.
Miss Mary Vida Clark, *Secretary*.
Mrs. H. W. Munroe.
Mrs. James Roosevelt.
Miss Louisa Lee Schuyler.
Mrs. Frank Sullivan Smith.
Mrs. Paul Tuckerman.

EXECUTIVE STAFF.

HOMER FOLKS.....	<i>Secretary.</i>
MISS MARY VIDA CLARK,	}
JOHN A. KINGSBURY,	
BAILEY B. BURRITT,	
MISS M. C. OSBORNE.....	<i>Treasurer's Assistant.</i>

STANDING COMMITTEE ON CHILDREN.

Agency for Assisting Mothers with Babies.

MISS MARY R. MASON.....	<i>Agent.</i>
MISS JEAN LOMIS.....	<i>Assistant Agent.</i>

Agency for Placing Out Children.

MISS ELIZABETH W. GUY.....	<i>Superintendent.</i>
MISS MARTHA FARKASCH,	}
MISS HELEN GRIFFITHS,	
MISS SOPHIE L. THEIS,	
MISS MARY A. DEACON.....	<i>State Agent.</i>
MRS. LOUISE L. THURBER.....	<i>Financial Agent.</i>

County Agencies for Dependent Children.

MISS H. IDA CURRY.....	<i>Superintendent.</i>
MISS MARY I. BRILL.....	<i>Newburgh Agent.</i>
MISS FLORENCE G. SMITH.....	<i>Columbia County Agent.</i>
MISS RUTH TAYLOR.....	<i>Rockland County Agent.</i>
MISS EMELYN F. PECK.....	<i>Schenectady County Agent.</i>
MISS MARY McILWAIN.....	<i>Montgomery County Agent.</i>
MISS AMELIA CAMPBELL.....	<i>Oneida County Agent.</i>
MISS MOLLIE SPICER.....	<i>Dutchess County Agent.</i>
MISS EMMA BROWNELL.....	<i>Herkimer County Agent.</i>
MISS MARIE L. SMITH.....	<i>Oyster Bay Agent.*</i>
MISS ANNE L. LOUDON.....	<i>Rensselaer County Agent.†</i>

STANDING COMMITTEE ON HOSPITALS.

HOMER FOLKS.....	<i>Secretary.</i>
BAILEY B. BURRITT.....	<i>Assistant Secretary.</i>

* The agency in this town was discontinued January 1, 1910.

† The agency in this county began work February 1, 1910.

SPECIAL COMMITTEE ON THE PREVENTION OF TUBERCULOSIS.

HOMER FOLKS.....	<i>Secretary.</i>
JOHN A. KINGSBURY.....	<i>Assistant Secretary.</i>
JAMES H. HUTCHENS.....	<i>Director of Exhibits.</i>
GEORGE J. NELBACH.....	<i>Director of Local Campaigns.</i>
PHILIP V. DANAHY.....	<i>Director of Labor Dept.</i>
MISS ELIZABETH B. READ.....	<i>Director of Extension Work.</i>
MISS MABEL GRAY.....	<i>Registrar.</i>

STANDING COMMITTEE ON THE INSANE.

Subcommittee on Prevention and After-Care.

MISS M. V. CLARK.....	<i>Secretary.</i>
MISS E. H. HORTON.....	<i>Agent.</i>

NEW YORK CITY VISITING COMMITTEE.

COURTNAY DINWIDDIE.....	<i>Secretary.</i>
MISS ROBERTA KER.....	<i>Assistant Secretary.</i>

DIGEST
OF THE
THIRTY-SEVENTH ANNUAL REPORT OF THE STATE
CHARITIES AID ASSOCIATION

SUMMARY OF WORK OF PAST YEAR.

1. The Association's local committees have visited and maintained supervision over the almshouses and public hospitals in forty-three of the fifty-eight counties of the State which have such institutions, including the frequent inspection of the very large institutions in the Departments of Public Charities and of Bellevue and Allied Hospitals in New York City.

2. Several county committees have appeared before county boards of supervisors, and the New York city visiting committee has appeared before the Board of Estimate and Apportionment, to state the needs of public charitable institutions, and to urge proper appropriations therefor.

3. All but two of the thirteen State hospitals for the insane, and seven of the State charitable institutions have been visited during the year from the central office or by the Association's local visitors to State institutions.

4. The committee on the insane's subcommittee on prevention and after care, and its four State hospital prevention and after-care committees, which assist patients from five State hospitals, have continued their work for the prevention of insanity and the relief of those who have been insane. The agent of the subcommittee has made 617 visits to, or in behalf of 117 patients, not including 38 visits to State hospitals, has secured 34 situations and 24 country outings.

5. The standing committee on hospitals has secured legislation creating the board of ambulance service for Greater New York, and has submitted detailed suggestions to the new Board for the reorganization of the service in accordance with the recommendations made by the committee in publication No. 99 of the State Charities Aid Association on "Ambulance Service in Greater

New York." It has aided in an effort to secure ambulance relief stations in three different sections of Greater New York, and to secure additional buildings and wings for existing hospitals, and has submitted recommendations relative to the plans for new hospitals and new additions to hospitals. It has prepared and presented to the Legislature a plan for more adequate treatment of public intoxication and inebriety, and has printed and circulated widely a pamphlet (Publication No. 108) dealing with the problem of the treatment of public intoxication. It has made an additional study of the alcoholic "repeater" or "rounder" in New York City, and will soon embody the results of this study in pamphlet form for circulation. It is carrying on an active campaign to secure action on the part of the Legislature this winter with regard to the treatment of inebriates.

6. Since October 1, 1908, the committee on the prevention of tuberculosis has pursued its educational and constructive campaign in twelve additional cities, working in coöperation with the State Department of Health. As a result of these local campaigns and the small traveling exhibits shown at forty-two county fairs and the State Fair during the summer and early autumn of 1909, as well as of systematic efforts through correspondence, local committees have been organized in forty-three cities and villages. The work accomplished through such committees may be briefly summarized as follows: Ten dispensaries established with visiting nurses; nineteen visiting nurses employed in addition to the six already in the work the previous year; eight laboratories for free examination of sputum opened; two additional bureaus for relief of needy consumptives put in operation; hospitals and pavilions built or in course of construction in six additional cities; five more county hospitals assured; six day camps operated successfully; and continuous work done along the line of education and publicity. Through the bureau of information 231,829 pieces of literature have been distributed, while regular publicity work has been pursued in the publication of a press bulletin every week, which is sent to a mailing list of 783. The work accomplished through the medium of the labor unions is shown by very gratifying results in the way of hospital provision for the care of their members, while their assistance in securing appropriations for county hospitals has been most effective.

7. All proposed legislation relating to charities has been carefully examined, and the Association has taken an active part, in coöperation with other societies, institutions and individuals, in endeavoring to influence legislation which affects the welfare of the poor. During the legislative session of 1909, the Association was actively interested in the following bills among others, the first three of which became law (the first, second and fourth being drafted by the Association):

a. Authorizing the establishment of county hospitals for tuberculosis.

b. Providing for the organization of the ambulance service in New York City.

c. Making an appropriation to double the capacity of the New York State Hospital for Incipient Pulmonary Tuberculosis at Raybrook.

d. Providing for the more adequate treatment of public intoxication and inebriety in New York city.

8. The Association had under the oversight of its various branches and committees on October 1, 1909, 1,179 children who had been placed in families with or without payment for board, or were with their mothers in situations. Of these children 577 were in free homes, and 549 with their mothers in situations. If these children were collected in one institution, the expenditure for site and buildings would certainly be at least \$500,000 and the annual expenditure for maintenance not less than \$100,000. Under the present plan there has been no expense for land or buildings, and only about \$10,000 per year for placing out and subsequent supervision. The superior advantages of family life for these young children are not less marked, and are far more important to the community than the incidental economy of the plan. The work for children has been carried on by the following committees and branches:

a. The committee on assisting and providing situations in the country for destitute mothers with infants secured 701 situations for homeless women with their babies during the year, and had 883 women with babies under its care.

b. The committee on the placing out and supervision of children in families has found permanent free homes in carefully selected families for 176 destitute children, nearly all of whom

were public charges, and has exercised a careful supervision over these children, as well as over 375 placed out in preceding years. A special agent is employed to secure children for placing out from institutions and officials in many parts of the State, and to bring to the attention of officials and institution managers the advantages of placing children in families and the best methods of carrying on such work.

c. The work of assisting the Association's county committees in establishing and maintaining agencies for dependent children in coöperation with county boards of supervisors, has been actively prosecuted during the year. In addition to the agencies already organized for the city and town of Newburgh and the counties of Columbia, Rockland, Schenectady and Montgomery, agencies have been started during the year in Oneida, Dutchess and Herkimer counties, and in the town of Oyster Bay, and a large amount of preliminary work toward the establishment of such agencies has been done in Suffolk, Rensselaer,* Washington, Jefferson, Oswego and St. Lawrence counties.

LEGISLATION.

The variety and scope of legislation proposed or enacted, with which the Association was concerned during the session of 1909, is shown in the following schedule:

BILLS THAT BECAME LAW.

1. Authorizing the establishment of county hospitals for tuberculosis (chap. 341).

2. Repealing the law requiring the consent of the town board and of the county board of supervisors to the establishment of a tuberculosis hospital, and substituting therefor the joint action of the local health officer and the State Commissioner of Health, or, in case they disagree, the approval of a board composed of three State officers (chap. 171).

3. Providing for the organization of ambulance service in the city of New York (chap. 395).

4. Defining the jurisdiction of various municipal departments in New York City in relation to hospitals for contagious diseases (chap. 342).

* An agency began work in Rensselaer county February 1, 1910.

5. Amending the Poor Law in relation to the support of destitute children by local authorities (chap. 347).

6. Providing for the appointment of county probation officers and permitting local authorities to provide for the expenses, as well as the salaries, of probation officers (chap. 482).

7. Providing for the appointment of a board of managers for the Letchworth Village (chap. 446).

8. Appropriating \$30,000 for necessary improvements at Letchworth village (chap. 455).

9. Appropriating \$286,000 for doubling the capacity of the New York State Hospital for Incipient Pulmonary Tuberculosis at Raybrook (chap. 154).

10. Authorizing the Commission in Lunacy to select a new site or sites for a State hospital for the insane in the southeastern portion of the State (chap. 433, Appropriation Act).

11. Transferring the site in Washington county acquired for the State hospitals department to the State prisons department, and authorizing the immediate erection of a new prison thereon (chap. 459).

BILLS THAT FAILED.

12. Amending an appropriation bill so as to require \$100,000 to be expended for new buildings for the insane on a site unsuitably located in Washington county.

13. Appropriating \$636,000 for buildings and improvements for the New York State Training School for Boys.

14. Providing for more adequate treatment of public intoxication and inebriety in New York city.

15. Providing for the establishment of a labor colony for tramps and vagrants.

16. Authorizing the State Commission in Lunacy to exercise supervision over places used for the temporary detention and observation of the insane and alleged insane pending commitment or discharge.

17. Transferring the oversight of the commitment of the insane from local Poor Law officials to local health officers.

18. Providing for the establishment of a State Board of Probation for Children.

19. Excluding probation officers for juveniles from the supervision of the State Probation Commission.

New York State Training School for Boys: For several years this Association has strongly urged the enactment of legislation and such administrative action as may be necessary to secure the prompt removal of the House of Refuge from its obsolete buildings on Randall's Island to a country site with buildings on the cottage system. The secretary of this Association has served as a member of a commission appointed in 1907 to secure a site and submit plans for the construction of buildings. During 1908 a site selected by the commission at Yorktown Heights was acquired by the State for this purpose. The Legislature of 1909 passed a bill appropriating \$636,000 for buildings and improvements thereon. Owing to the condition of the treasury of the State the Governor felt constrained to veto this appropriation, though strongly approving of the proposed use of the new site. This additional delay of the removal of the House of Refuge is to be regretted, and it is to be hoped that the Legislature of 1910 will authorize the appropriation for this new construction.

Wiser Provision for Inebriates: The committee on hospitals of this Association, at the request of the Charity Organization Society, undertook a year ago a study of the effects of existing laws, practices and institutions dealing with persons convicted of public intoxication. After a careful consideration of the existing situation in this city and of new methods recently tried in several other states in the Union, the committee proposed a bill which received the approval of the board of managers and which was submitted to the Legislature, providing for the establishment of a hospital for inebriates, and containing various provisions tending to prevent the unnecessary commitment of unsuitable patients thereto. The measure was introduced too late in the session to receive extended consideration, although a widespread interest in the subject was developed. An amended form of the bill simply authorizing the acquisition of a site for such a hospital would undoubtedly have become a law could it have reached the Senate calendar a few days earlier, thus obviating the necessity of securing unanimous consent for its advancement.

Farm Colony for Tramps or Vagrants: A measure was introduced at the instance of the Charity Organization Society and the Association for Improving the Condition of the Poor and supported by a considerable number of charitable agencies, including this Association, providing for the establishment of a State farm and industrial colony for tramps and vagrants. The measure was favorably regarded in many quarters, and the unusual demands upon the State treasury in connection with the State educational building and several new State institutions was undoubtedly responsible for its failure to become a law.

REPORT OF THE COMMITTEE ON CHILDREN.

When, through the joint efforts of this Association and the State Board of Charities, the commitment of destitute children to poorhouses was forbidden in 1875, it was provided that the children might be either sent to private institutions, orphan asylums, etc., or placed in families. As a matter of fact most of them were sent to private institutions, and partly as a result of this system the number of these children has become very great. They are now, and have been for many years the largest class of public dependents, and number over 33,000. They are also naturally the class who are most powerfully influenced by the environment chosen for them. Our other institutions may have comparatively little effect upon those admitted to them, as their characters are already largely fixed. But as to this small army of needy children, their entire careers in most cases will be determined by the environment in which we place them. The care of children is by far the most important branch of public charity, and would naturally be one of the very first objects of concern on the part of this Association.

When the children were removed from almshouses and went to private institutions they were no longer under our direct visitation, for we do not visit private institutions. There remained three possible ways in which we could assist these children:

1. We might by pressure, by publication, by legislation, or by friendly interest seek to improve the institutions, though we do not visit them.

2. We might seek to increase the number of children placed in families, by impressing upon local officials the benefits of this method, and by assisting them in carrying it into effect.

3. We might endeavor to prevent children from becoming public charges.

During the past year we have done something in each of these three lines. The greatest need on the part of the institutions themselves is, without doubt, their removal to rural sites, and the erection of buildings on the cottage plan: The only objection raised to this plan, which as yet has been adopted by only a very small proportion of the institutions, is its cost. At our suggestion an inquiry has been undertaken by the Russell Sage Foundation as to the comparative cost of the cottage and the congregate systems. The results of this study, when published for general distribution, should be a most valuable factor in securing the adoption of the cottage plan. Lately, by correspondence and other ways, we have endeavored to secure its adoption by the Buffalo Orphan Asylum, which has planned to remove to a new site.

The second and most important part of our work during the past year has been coöperation with local officials in actually finding good homes in which destitute children can be placed for adoption. The local officials have always had authority to place children for adoption in families; what they lacked was the machinery. Had they undertaken the work themselves, with all the other work they had in hand, it would have been extremely difficult for them to carry on the work in an efficient manner, and discredit might have been brought upon the plan. The only practicable way to secure a large use of the placing out system with sufficiently careful methods, seemed to be to actually carry on the work in close coöperation with local officials, and local institutions, explaining to them in detail as we went along the various steps of investigation, selection of home, and subsequent supervision, thus gaining year by year wider support and larger confidence in the plan. This work was begun in June, 1898. During the eleven years, 934 children have been placed in homes, an average number of eighty-five per year. The growth of the work was indicated by the fact that the number of children placed

last year was 176, more than twice the number placed during the preceding year.

The report of the committee on children comprises the reports of the various child-caring agencies carried on by this Association, in coöperation with and supplementing the work of public officials and institutions namely:

The subcommittee on assisting and providing situations for mothers and infants.

The subcommittee on placing-out and supervision of children in families.

County and town agencies for dependent children.

SIXTEENTH ANNUAL REPORT OF THE AGENCY FOR ASSISTING AND PROVIDING SITUATIONS IN THE COUNTRY FOR MOTHERS WITH INFANTS.

On October 1, 1908, we had 568 women with children in care. Adding to this number 281 new women, and thirty-four women passed from care but relocated during the year, the total number of mothers with children under care during the year was 883.

Of these 883 women with children, one mother and seven babies have died in situations. The total expense of maintaining the agency during the year was \$3,456.26, an average cost for each mother and child of \$3.93.

The receipts for the year were \$3,204.85. The deficit of \$251.41 was met by a small balance from the year 1908.

The \$3,456.26 was used for salaries, office expenses, clothing, board, and lodging for our women with children.

The ages of the new women placed this year were as follows:

Under twenty years	13
Between twenty and thirty years	174
Between thirty and forty years	78
Over forty years	16
Total	281

The ages of their children were as follows:

Under one year	149
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Between one year and three years	68
Over three years	64
Total	281

BROKEN FAMILIES.

By broken families we mean women, parted from their husbands for various causes, with children to support. The majority of our desertion cases, especially our "hard luck" cases, come to us as a last resort from other societies, who have either failed to keep the family together or have found it inexpedient to do so. Fully a third of these are returned to the sources from which they came as unfit for work. This is not done without pangs and qualms on our part, for it is, after all, the undeserving whose necessities are the greatest. The causes for our refusal are usually intemperance, shiftlessness, physical disability, and disinclination to go to the country. Other women make it evident that the stress of circumstances which led to their application for work will be of such temporary duration as to make it unnecessary to take up the case. They are counselled to make arrangements with relatives or friends or are referred to some relief society for temporary care. The wage-earning basis of the work demands, in fairness, to the employer, that we shall send wage-earners who shall be able to give in work a fair equivalent for the money paid. During the financial depression of two years ago and because of the lingering effects last year upon labor conditions, we placed deserted wives, who were or who were likely to be in distress, in temporary situations as we had opportunity. We believe in the breaking up of families only when all reasonable efforts have failed to keep them together or where there is some moral question at issue. There is no wholesale placing of women by our office. Of all the hundreds of women, married and unmarried, who have passed through the office in these sixteen years, we have not been able to place more than half, and this for good and sufficient reasons.

In our work with deserted wives we have had occasion to ring the changes on the deserting husbands. We want, under the head of "broken families," to say a word of the deserting wives, the

number of whom, perhaps owing to the militant spirit of the age, seems to be increasing. Yet the woman suffers long before she walks out of the home, which may be a home in name only. We do not refer to the differences and reconciliations of young wives, but to the deliberate acts of maturer women.

Shutting a man up, with food and lodging provided, quite as comfortable a provision as his family will have, is not worth while, especially, if the man is to "take it out" on his wife when he returns. Our deserted mothers need the enactment of the compulsory labor law, recently tried in Washington, with the man's wages, minus his daily expenses, turned over to his wife. Although the amount, fifty cents from the daily wage of a dollar and a half, is not adequate support, it is better than nothing and is a step in the direction of a much-needed reform.

OUR LIMITATIONS.

The foregoing account shows that we are an employment agency where a mother may take one child, and in rare instances two children, into service with her and receive reasonable wages; and that we are a life-saving agency for babies, by giving each baby the chance to be nursed and cared for by its own mother — the fairest chance for life a baby may have. To the general public we seem to have become an information bureau in matters pertaining to the disposition of women with children; while to the women applying for work we are both an advisory board and an employment bureau, adding to each office the personal interest so necessary for encouragement and perseverance. Were it not for limited funds and a small office force, there are other things which we should like to do. For instance, we should like, in some cases, to be our own investigators. In some cases we should like to be our own friendly visitors.

Of the 3,603 different women whom we have placed in situations since the beginning of the work, 2,935 came to us from such accredited sources as the Charity Organization Society, the Association for Improving the Condition of the Poor, the Department of Public Charities, the Children's Bureau of that Department, social service workers in hospitals, church visitors, day nurseries, etc. Six hundred and sixty-eight women were sent by individu-

als, which classification may mean relatives, employers, or chance acquaintances. This shows that a large proportion of the women come with their histories in their hands, so to speak, and we are thus prepared to treat the cases intelligently. They have already passed through the mill of investigation and some of them have been ground exceeding fine.

Many of our women need no supervision from the office. As subsequent letters will show, many employers are in more friendly and intimate relations with our mothers than any occasional visitor can be. But there are times and seasons when a visit from the office might save the day, adjust difficulties, and hold the women in their situations or remove them, as the occasion may demand. With our very young mothers visits from the office would have salutary effects, as an act of friendliness as well as of supervision.

We are also obliged to leave to the children's bureau the disposition of such children as the mother may not take with her. We wish that hearts and homes were sufficiently elastic to take in whole families, but in this day and generation we can generally place only the mother and one child, endeavoring to locate nearest to the city those mothers who have other children in institutions.

Another point where we feel keenly our money limitations is in our inability to secure training for our untrained mothers. We have long wanted the funds to try an experimental work in boarding our young, untrained mothers, with their babies, in country families, where the mother could be taught housework, allowing her to remain at board until she is sufficiently proficient to be put on a wage-earning basis. But this is quite impossible for us to attempt on our present income. Beyond the necessary supplies of clothing, a small amount of money for food and lodging, we have nothing to give but friendliness and work.

A WORD AS TO OUR RECORDS.

We have been asked if we look up marriage records. We look up the marriage records of our women only when there is some special reason for doing so. As we place our women as mothers, whether married or unmarried, every woman who applies to us is

given to understand that the possibility of her child's having been born out of wedlock will not stand in the way of her securing work from our office. With that fact made clear, we write the woman's statement as she gives it.

The reports of this branch of the State Charities Aid Association are written chiefly to inform and interest our subscribers, and through them to draw new friends to the work. We do not intend that the report shall be technical nor statistical beyond the point of interest. Its object is to show to the Association and our subscribers, in a graphic manner, the nature of our work, and to so interest them that they may feel moved to support and extend it. It purposely does not deal with statistics more than is necessary for a clear statement.

REPORT OF THE SUBCOMMITTEE ON PLACING OUT AND SUPERVISION OF CHILDREN IN FAMILIES.

The work of the past year may be presented in brief as follows:

Number of children in families under supervision, October 1, 1908....	375
Placed in free family homes during the year.....	174
Number of children formerly passed from care and replaced.....	2
Total under supervision during the year.....	551
Returned to relatives of good character who had become able to care for them	2
Legally adopted	35
Died	5
Married	2
Became of age and self-supporting	5
Returned to institutions or placed in institutions for special care....	11
Referred to and placed by other societies.....	2
Total passed from care during the year.....	62
Remaining in families under our supervision, September 30, 1909.....	489
	551

The number of children transferred from one home to another during the year was 47.

The first child placed by the agency was taken to a home August 3, 1898. From that date until September 30, 1909, 934 children have been provided with homes.

The children placed out in families have come from the following sources:

Subcommittee on the Care of Motherless Infants.....	400
Infants' Hospital, Randall's Island, New York City, directly.....	6
Bureau of Dependent Children, Department of Public Charities, New York City	1
Bellevue Hospital, New York City.....	1
Nursery and Child's Hospital, New York City.....	1
New York Infant Asylum, New York City.....	95
Colored Orphan Asylum, New York City.....	1
Five Points House of Industry, New York City.....	1
House of Refuge, Randall's Island, New York City.....	1
Hebrew Orphan Asylum, New York City	1
German Odd Fellows' Orphan Home, Unionport, New York City.....	1
Newburgh Agency for Dependent Children	6
Columbia County Agency for Dependent Children	75
Rockland County Agency for Dependent Children.....	14
Schenectady County Agency for Dependent Children.....	20
Montgomery County Agency for Dependent Children.....	11
Dutchess County Agency for Dependent Children	4
Herkimer County Agency for Dependent Children	1
Oneida County Agency for Dependent Children.....	8
Home for Destitute Children, Brooklyn.....	20
German Catholic Home, Brooklyn	4
Brooklyn Children's Aid Society, Brooklyn.....	3
Beecher Home, Brooklyn	2
Brooklyn Training School and Home for Young Girls, Brooklyn.....	5
Brooklyn Nursery	4
St. Mary's Female Hospital, Brooklyn.....	2
Kings County Nursery, Flatbush.....	5
St. Margaret's House, Albany.....	7
Albany Orphan Asylum, Albany.....	12
United Helpers' Home, Odgensburg.....	27
Children's Home, Mineola.....	12
Orange County Children's Home, Middletown.....	9
Ithaca Children's Home, Ithaca.....	10
Children's Home Association, Amsterdam.....	9
Industrial Home, Kingston.....	7
Suffolk County Children's Home, Yaphank.....	11
Westchester Temporary Home, White Plains.....	6
Cayuga Orphan Asylum, Auburn.....	1

Children's Home, Schenectady.....	2
Children's Home, Randolph.....	1
Madison County Home for Children, Peterboro.....	1
St. Mary's Orphan Asylum, Port Jervis.....	1
Southern Tier Orphan Asylum, Elmira.....	3
House of the Good Shepherd, Utica.....	2
Orphan House of the Holy Saviour, Cooperstown.....	3
Missionary Sisters, Third Order of St. Francis, Peekskill.....	3
Staten Island Society for the Prevention of Cruelty to Children, West Brighton	6
King's Daughters' Home, Cortland.....	1
Homeopathic Hospital, Albany.....	2
Boarding Homes in Queens County.....	5
Orange County Almshouse, Orange Farm.....	3
New York State Reformatory for Women, Bedford.....	2
Board of Supervisors, Putnam County.....	5
Bureau of Charities, Watertown.....	4
Overseer of the Poor of the Town of Etna, Tompkins County.....	1
Overseer of the Poor of the Town of Elmira, Chemung County.....	2
Overseer of the Poor of the Town of Indian Lake, Hamilton County...	1
Overseer of the Poor of the Town of Cuyler, Cortland County.....	2
Overseer of the Poor of the Town of Cortland, Cortland County.....	1
Commissioner of Charities of the City of Albany.....	2
Commissioner of Charities of the Borough of Richmond, New York City	1
Superintendent of the Poor of Allegany County.....	5
Superintendent of the Poor of Chemung County.....	1
Superintendent of the Poor of Delaware County.....	1
Superintendent of the Poor of Greene County.....	4
Superintendent of the Poor of Jefferson County.....	2
Superintendent of the Poor of Montgomery County.....	6
Superintendent of the Poor of Monroe County.....	2
Superintendent of the Poor of Oneida County.....	1
Superintendent of the Poor of Otsego County.....	1
Superintendent of the Poor of Saratoga County.....	1
Superintendent of the Poor of Schuyler County.....	1
Superintendent of the Poor of Schenectady County.....	1
Superintendent of the Poor of Suffolk County.....	1
Superintendent of the Poor of Steuben County.....	1
Superintendent of the Poor of Ulster County.....	1
Superintendent of the Poor of Washington County.....	4
Superintendent of the Poor of City of Poughkeepsie.....	3
Private individuals known to the officers of the Association.....	42
Total	934

During these 11 years 2,195 applications have been received from families desiring to take children. The results of our investigation of these applications may be summarized as follows:

Investigated and approved.....	1,216
Investigated and disapproved.....	727
Withdrawn because the families decided not to take children or secured them elsewhere	189
Referred to other societies.....	26
Still pending	37
	<hr/>
	2,195
	<hr/>

Of the 2,195 applications 1,405 were for girls, 690 for boys, 73 for either a boy or a girl, and 27 for both a boy and a girl. Of the whole number, 813 were for babies, 929 for children between two and ten years of age, and 453 for children over ten years of age.

Of the 934 children who have been placed by us, 389 are boys and 545 are girls, 504 were babies between three weeks and two years of age, 315 were between two and ten years of age, and 115 were over ten years of age.

Children have been received from 35 different counties, ranging from Suffolk on the extreme east to Chautauqua on the extreme west and St. Lawrence on the extreme north, and have been placed in homes in 55 of the 61 counties of the State and in 18 other states.

The 934 children placed in homes since the work began are accounted for as follows:

Legally adopted (foster parents made legal guardian in one case)....	313
Returned to relatives of good character who had become able to care for them	34
Returned for special reasons to agencies or institutions from which the children were received.....	33
Died	30
Became of age and self-supporting.....	25
Transferred to and placed through other societies and institutions....	7
Placed in institutions for special treatment.....	8
Married	5
Remaining under our oversight in families on September 30, 1909....	489
	<hr/>
	934
	<hr/>

The most satisfactory disposition of a friendless child is to have it legally adopted by some reliable and suitable family, thus

enabling it to gain the rights of which it has been deprived by misfortune including the right to the name of its foster parents, and to the inheritance of their property. That so large a proportion of our children are legally adopted, affords us the greatest gratification. Legal adoption is not usually permitted within a year after a child is placed out, and then only when the home has proved to be entirely satisfactory. Until legally adopted, children remain under our supervision and can be removed at any time. The number of legal adoptions from year to year is shown by the following table:

NUMBER OF LEGAL ADOPTIONS.

Year ending September 30, 1900.....	3
Year ending September 30, 1901.....	16
Year ending September 30, 1902.....	19
Year ending September 30, 1903.....	18
Year ending September 30, 1904.....	32
Year ending September 30, 1905.....	33
Year ending September 30, 1906.....	48
Year ending September 30, 1907.....	56
Year ending September 30, 1908.....	53
Year ending September 30, 1909.....	35
Total	313

COUNTY AGENCIES FOR DEPENDENT CHILDREN.

At the beginning of the year there were five agencies for dependent children, two of them having been established the year previous. The end of the year finds nine such agencies in successful operation as follows:

Location.	Established.		Agent.
Newburgh, City and Town.....	Oct.	22. 1894	Miss Mary I. Brill.
Columbia County.....	Jan.	1. 1901	Mrs. Rachel Smith.
Rockland County.....	April	1, 1905	Miss Ruth Taylor.
Schenectady County.....	Feb.	1, 1908	Miss Emelyn F. Peck.
Montgomery County.....	July	15. 1908	Miss Mary McIlwain.
Oneida County.....	Jan.	1, 1909	Miss Amelia Campbell.
Dutchess County.....	Jan.	1, 1909	Miss Mollie Spicer.
Herkimer County.....	Feb.	1, 1909	Miss Emma C. Brownell.
Oyster Bay, Town.....	July	1. 1909	Miss Marie L. Smith.

An agent for outdoor relief investigations in the city of Amsterdam, Miss Anne Loudon, began July 1, 1909, at the request of the city authorities.

Each location has presented peculiar and interesting problems, but in each the work has developed satisfactorily.

In the newer agencies a greater reduction in the number of children supported by public funds is noticed. In the older ones the number has not increased in spite of the increase of population and the recent hard times.

The appended table gives the statistics of the various agencies:

REPORT OF AGENCIES FOR DEPENDENT CHILDREN, YEAR ENDING SEPTEMBER 30, 1909.

STATE BOARD OF CHARITIES.

557

	New- burgh. 1 year.	Colum- bia. 1 year.	Rock- land. 1 year.	*Sche- nectady. 1 year.	Mont- gomery. 1 year.	Oneida. 9 mos.	Dutch- ess. 9 mos.	Her- kimer. 8 mos.	Oyster Bay. 3 mos.	Total, Oct. 1, 1908, to Oct. 1, 1909.
Number children public charges at beginning of period indicated.....	36	55	34	145	26	554	126	54	56	1,086
Number becoming public charges since.....	33	24	19	59	22	188	28	7	2	382
Total number under care during period.....	69	79	53	204	48	742	154	61	58	1,468
Number ceasing to be public charges:										
By exclusive work of agent.....	14	20	15	64	22	52	42	19	9	257
Otherwise.....	13	.....	6	20	11	131	13	5	3	222
Total.....	27	20	21	84	33	203	55	24	12	479
Disposition of children:										
Returned to relatives.....	16	9	10	62	18	180	44	21	12	372
Placed in free homes.....	5	9	8	18	13	11	8	1	.....	73
Placed in State institutions, etc.....	6	2	3	4	2	12	3	2	.....	34
Total.....	27	20	21	84	33	203	55	24	12	479
Number children public charges October 1, 1909.....	42	59	32	120	15	519	99	37	46	989
Number children for whom care was asked:										
Approved by agent.....	7	18	15	59	29	25	.....	7	.....	160
Disapproved by agent.....	13	8	26	114	15	74	.....	12	2	264
Total.....	20	26	41	173	44	99	.....	19	2	424
Applications for children in free homes:										
Approved by agent.....	5	.....	1	16	9	6	.....	3	.....	40
Disapproved by agent.....	3	.....	1	41	7	7	.....	3	.....	62
Total.....	8	.....	2	57	16	13	.....	6	.....	102

* 64 children committed through the courts on the recommendation of the Humane Society are excluded.

† 17 children reported to central office for investigation.

Note.— Defective children in State institutions excluded.

REPORT OF AGENCIES FOR DEPENDENT CHILDREN — (Continued).

	New- burgh. 1 year.	Colum- bia. 1 year.	Rock- land. 1 year.	*Sche- nectady. 1 year.	Mont- gomery. 1 year.	Onelda. 9 mos.	Dutch- ess. 9 mos.	Her- kimer. 8 mos.	Oyster Bay. 3 mos.	Total Oct. 1, 1908, to Oct. 1, 1909.
Applications for children in boarding homes:										
Approved.....	.....	.....	14	9	8	.....	.....	.....	.....	31
Disapproved.....	.....	.....	6	6	2	.....	.....	.....	.....	14
Total.....	.....	.....	20	15	10	.....	.....	.....	.....	45
Number of visits and interviews.....	196	102	823	1,490	683	1,130	661	263	173	5,521
Number of letters written.....	513	192	371	442	392	269	395	254	35	2,863
Amount collected by agent toward board of children from parents, etc.....	\$244 10	\$205 00	.....	.....	.....	\$108 75	\$100 00	\$96 00	\$12 50	\$1,066.35

* 64 children committed through the courts on the recommendation of the Humane Society are excluded.

NOTE — Defective children in State institutions excluded.

This table shows that of the 1,468 children who have come under the supervision of the various agents, 372 or 25 per cent. were returned to the care of relatives, while 73 or less than 5 per cent. were placed in carefully selected free family homes and 34 or 2½ per cent. were placed in institutions for defectives or otherwise provided for.

The large proportion of children who were returned to relatives would strengthen the belief in the need of such work throughout the State.

Of the children removed from the list of county charges, more than half, 257 out of 479, were provided for by the exclusive work of the agents, and would have remained public charges had the agents not been active.

In addition to this, the agents refused to recommend committing 264 children for whom care was asked.

The number removed added to those kept from becoming charges shows 521 children either removed from or kept from the list of public charges. A conservative estimate would be that the length of dependence of this group would average one year. As the cost of maintaining a child in an institution averages \$100 a year, the above figures would indicate a saving of over \$50,000 to the nine communities which support agencies. The public appropriations toward the support of the work in these nine counties during the period covered by the figures has amounted to \$5,200.

In the city of Newburgh and in Columbia county the work so long established has developed no new phases.

In Rockland county the investigation of all outdoor relief cases by the agent, and probation work for girls, have taken much time and attention.

In Schenectady county, the agent has done much to keep mothers and children together. Last year seven infants were placed in institutions by the county and all died. This year nine infants for whom commitment was asked were kept with their mothers and but one died. By coöperating with the Schenectady charities association and the commissioner of charities, widows with children have been supported in their homes, instead of breaking up the family.

In Montgomery county, where but few children are dependent, the agent has done probation work also. The city of Amsterdam arranged in the middle of the year to pay \$75 a month to the agent for dependent children, if she would investigate the outdoor relief cases for the city, which was spending large sums for this purpose. Another agent was assigned to the regular county work and the city work began. A recent report shows that the average monthly expenditure by the overseer of the poor for the seven months next preceding the agent's work was \$2,440. The first five months after the agent's investigations showed the monthly average to have dropped to \$840.

In Oneida county a vast amount of work is still to be done owing to the large number of dependent children. The agent has, in nine months, reduced the number of dependents appreciably, in spite of an unusually large number of commitments being made through the courts and otherwise. It is hoped that a second agent can be secured for this important field.

In Dutchess county the agent has done probation work and also much preventive work, even succeeding in having a day nursery established to meet the needs of a certain case involving the care of four children, thereby preventing the necessity of committing the children.

In Herkimer county the agent has met the usual problems and has done probation work effectively.

In Oyster Bay an arrangement was made for a period of six months, at the end of which time it is hoped the other towns of Nassau county will coöperate, so the agent can cover the whole county. The first three months show gratifying results.

In all of the agencies much preventive work is done, and a number of children are kept from institutions by the agents' ability to help solve the various family problems, and to show a way to meet the need without breaking up the home.

The superintendent of the agencies has kept all of these fields under constant supervision and has done preliminary work in numerous other counties looking to the establishment of other agencies.

As the work progresses its worth becomes increasingly apparent.

SUMMARY OF THE ASSOCIATION'S WORK FOR DESTITUTE CHILDREN.

It appears from the reports of the various committees engaged in child-caring work that on October 1, 1909, the State Charities Aid Association, through its central office and its committees, had under its supervision in family homes 1,179 children distributed as follows:

Boarding in families under the supervision of:		
Rockland, Schenectady and Montgomery County Agencies..	22	
Nassau County Committee.....	31	
		53
In free permanent homes under the supervision of:		
Allegany County Committee.....	41	
Newburgh Agency for Dependent Children.....	37	
Rockland County Agency for Dependent Children.....	10	
Central Office in New York City in coöperation with County Committees	489	
		577
With mothers in situations in the country under the oversight of the Mothers' and Babies' Committee.....		
		549
		<u>1, 179</u>

In addition to the above, the committees that maintain agencies for dependent children had under their supervision in institutions 973 children, distributed as follows:

Newburgh Agency for Dependent Children.....	42
Columbia County Agency for Dependent Children.....	59
Rockland County Agency for Dependent Children.....	32
Schenectady County Agency for Dependent Children.....	120
Montgomery County Agency for Dependent Children.....	15
Oneida County Agency for Dependent Children.....	539
Dutchess County Agency for Dependent Children.....	83
Herkimer County Agency for Dependent Children.....	37
Oyster Bay Agency for Dependent Children.....	46
	<u>973</u>

SECOND ANNUAL REPORT OF THE SPECIAL COMMITTEE ON THE PREVENTION OF TUBERCULOSIS.

Realizing that tuberculosis is one of the chief causes of dependence and that the existing measures for its relief were very inadequate, the State Charities Aid Association formed, in the spring of 1907, a special committee to organize work on the prevention of this disease throughout the State. In the fall of 1907, John A. Kingsbury was appointed as the assistant secretary of the special committee, and work began October 1st.

The great need of such a campaign has been amply demonstrated by the immediate and rapid expansion of the work of the committee, and by the hearty coöperation and effective support of the cities and towns visited.

The Committee on the Prevention of Tuberculosis has thus far committed itself to the following lines of work:

I. INVESTIGATION.—As to the prevalence of tuberculosis and the measures in force looking toward its reduction and prevention.

II. LOCAL EDUCATIONAL CAMPAIGNS.—To awaken cities and villages to the realization that tuberculosis is a communicable, curable and preventable disease, and to point out simple, prophylactic measures which should be instituted.

III. ORGANIZATION OF LOCAL COMMITTEES.—Through which the campaign of education can be continued and constructive work done.

IV. PUBLICITY.—Issuing of weekly press notices relating to tuberculosis and keeping the newspapers supplied with all news items of special importance relating to this subject.

V. A BUREAU OF INFORMATION.—To supply literature and to answer all inquiries concerning institutions for treatment of tuberculosis, outdoor sleeping appliances, etc.

VI. EDUCATION OF RURAL COMMUNITIES.—By sending small exhibits to State and county fairs, distributing circulars and giving phonograph lectures on tuberculosis.

VII. EDUCATION OF LABOR ORGANIZATIONS.—By sending a competent member of organized labor to lecture to the laboring classes, with a view to inducing them to undertake to provide relief for their fellows.

VIII. LEGISLATION.—To secure adequate State, county and municipal control of tuberculosis.

SUMMARY OF FIRST YEAR'S WORK.

The active educational work in the large cities visited has always been preceded by a searching investigation of the existing conditions as to the prevalence of tuberculosis and the measures in force for its prevention and cure, both by the municipalities and the people themselves.

An educational campaign consisting of exhibitions, stereopticon lectures, mass meetings, as well as the wholesale distribution of literature and advertising matter, has been actively carried on, resulting in the formation of a permanent local committee. Such committees were formed in thirteen cities during the first year.

These committees, organized to carry on this educational work, made a very fair showing by the end of the year, as may be gathered from the following results: Five dispensaries with visiting nurses, three laboratories for free examination of sputum, four relief departments in connection with the Charities Department, six hospitals and pavilions, several day camps, and much effective work in the way of lectures, publicity and health ordinances.

The work of publicity from the main office has been systematically carried on, weekly press notices being sent out, as well as special articles being published in magazines and papers. In order to take care of the great mass of correspondence which came pouring into the office as a result of the committee's efforts to interest the people in this subject, a bureau of information was established.

The rural communities have been reached by means of six small exhibits which were shown at the State fair and various county fairs, while literature was distributed up to 350,000 copies.

As a means of reaching the working people, who especially need such information, a great effort has been made to interest them through the labor unions, with very gratifying results.

The committee was successful in getting the Legislature of 1908 to pass the bill drafted by it, which defined the powers and duties of the local health officers and boards of health in the mat-

ter of the protection of the people of New York State against tuberculosis.

RESULTS OF WORK DURING PAST YEAR.

The following is a brief summary of the results of the work from the middle of November, 1908, to November, 1909:

I. INVESTIGATION.—The investigation has proceeded along the lines of the previous year in each of the twelve cities visited by the local campaigns. The results have revealed conditions which convince the committee of the importance of this preliminary step. One important result has been a more strict registration of tuberculosis cases.

II. LOCAL EDUCATIONAL CAMPAIGNS.—These campaigns, in cost amounting to \$4,695.45, have been carried on since last year's report in twelve cities, namely, Binghamton, Oswego, Cohoes, Poughkeepsie, Yonkers, Middletown, Newburgh, Kingston, Syracuse, Corning, Olean, Jamestown, and have everywhere met with enthusiastic support by the people. They have been conducted along the following lines:

1. *Exhibitions*.—The large exhibition of the New York State Department of Health, shown in connection with the lectures, has proved a great attraction, the attendance being approximately 140,000.

2. *Noon Hour Talks*.—These have been delivered by prominent local physicians before the factory hands in a number of places.

3. *Stereopticon Lectures*.—Have been given as last year, to the various groups in the city, comprising clergymen, fraternal orders, wage-earners, teachers, students, women's clubs, school children, etc., the attendance numbering 116,394 people, while 264 speakers have addressed 197 meetings.

4. *Mass Meetings*.—Have been a feature of the campaign in each city, fourteen being held this year, with a total attendance of 14,763. Eighty-three speakers have been secured for these meetings.

5. *Distribution of Literature*.—During the past year approximately 115,000 pieces of literature have been distributed at these meetings, as against 60,000 pieces the previous year. In addition, about 180,000 pieces of advertising matter have been disposed of to good advantage.

6. *Aphorisms* giving simple information as to the disease, its nature, prevention and cure have been placed on cards and put in the pay envelopes of factory employees. About 80,000 of these cards have been distributed, or twice as many as last year.

7. *Local Papers* in each city have been most generous with their advertising space, having donated full page advertisements for the exhibits and scattered ones for isolated aphorisms and announcements.

8. *General Publicity*.—Traction companies have given free advertising space, merchants have donated delivery wagons for the same purpose, electric advertising companies have put up flasher signs gratis, clergymen have made announcements from the pulpit, church bells and factory whistles have announced the meetings, telephone companies have called up their patrons informing them of the tuberculosis campaign, while dodgers, banners and placards have been used liberally.

III. ORGANIZATION OF PERMANENT COMMITTEES.—In fifty-six of the cities and villages throughout the State, there are to-day completely organized local committees to carry on the work begun by the campaigns. There are several more being formed. Last year there were but thirteen. The results of the work up to date are as follows:

1. Dispensaries for the free examination of tuberculosis patients have been established in ten cities.

2. Visiting nurses have been employed to work in connection with the dispensaries, and are maintained either by some charitable organization or by private donations. The total number of visiting nurses now employed is twenty-five.

3. Laboratories for free examination of sputum have been established in eight of these cities.

4. Relief for needy consumptives, in the form of milk, eggs and warm clothing, has been provided during the year by the Charities Department in two of the cities mentioned.

5. Hospitals and pavilions for advanced and moderately advanced cases have been established, or are in the course of construction in six cities. In Buffalo the site was given by Mayor Adam and in Newburgh the hospital and site were a gift from ex-Governor Odell.

6. Since the passage of the law authorizing counties to establish county hospitals, a general movement for their establishment has sprung up all over the State, with the following results:

a. Hospitals built	2
b. Appropriations for construction.....	3
c. Committees appointed by Supervisors to investigate.....	10
d. Investigating Committees reporting favorably.....	2
e. Counties working for County Hospital.....	5

7. Since the beginning of the work, day camps have been established in seven of these places by the Red Cross Committee, which is affiliated with the local committees above mentioned. Money for their maintenance has been raised by tag days, private donations and by the sale of the Christmas Red Cross stamp, four-fifths of the proceeds going for that purpose.

8. Sanatoriums, such as the State Hospital for Incipient Tuberculosis at Ray Brook and other places of the kind, continue to receive more applications than can be accommodated by their present capacity.

9. Educational propaganda, such as started by the campaign, has been continued along the same lines by the local committees. Among the results of this movement may be mentioned the following:

- a. The Troy Health Conference.
- b. Use of transfers for educational tuberculosis matter in Binghamton and Syracuse; special permission for use of same to advertise Red Cross Christmas stamp in Binghamton.
- c. Free use for tuberculosis matter of all unoccupied advertising space on theatre programs and bill boards.
- d. Police in Syracuse warn trolley car passengers against expectoration.
- e. Notice sent out by New York State Federation of Women's Clubs, urging that some time be devoted to the subject of tuberculosis.
- f. Newburgh committee to take up the question of examination of school children who appear deficient.
- g. Six hundred copies of "The Survey" of October 4, with articles of Troy Health Conference, sent to secretaries of Central Labor Unions throughout the State.

h. Enameled tin signs and posters containing information concerning tuberculosis have been furnished to local committees and distributed by them.

i. Ordinances and regulations protecting the food supply and prohibiting careless spitting have been passed during the year in several of the cities, through the efforts of the local committees.

IV. PUBLICITY.— The following is a summary of the results of the systematic campaign of publicity:

1. *A Press Bulletin* is issued weekly and sometimes even three times weekly, according to demand, to a mailing list of 783. On this list are 141 dailies, 174 weeklies and 70 monthlies. One bulletin issued on the difficulty of obtaining admission to Ray Brook, owing to inadequate facilities, brought the immediate result of a joint hearing of Senate and Assembly committees on an appropriation for Ray Brook.

2. *Newspaper Exchange*.— One thousand five hundred sixty-nine copies of papers containing especially good articles on tuberculosis have been sent to various people interested in the anti-tuberculosis movement.

V. BUREAU OF INFORMATION.— This bureau, the outgrowth of the greatly increased correspondence with the central office, has been put in charge of a director of extension work, whose duties are to answer the numerous inquiries that pour in, to supply literature and material that are requested, and to follow up the work of the local committees with advice and suggestions, so that interest may be kept up and the educational campaign effectively carried on by the cities in which it has already been started. Several local committees in various small cities and villages have been organized through this bureau, and speakers have also been furnished for a number of public meetings not held directly under this committee. About 231,829 pieces of literature have been distributed from the central office during the year.

VI. EDUCATION OF RURAL COMMUNITIES.— The small traveling exhibit with lecturer, sent to county fairs and small villages seems to have met with unqualified success and is probably the most effective thing that has been done so far to educate the general public concerning tuberculosis. It consists of pictures and aphorisms in regard to tuberculosis, diagrams, maps and a

Columbia gramophone equipment, with instructions concerning care and prevention of tuberculosis together with some music records. The interest created in these exhibits has been very wide and in every respect most gratifying. The Governor, who visited some of the exhibits, commended them very highly in his address at the State fair.

One very distinctive and important educational feature of the exhibit this year has been the institution among the school children in ten different localities, of prize essay competitions on "Tuberculosis and Its Prevention."

The scope of the work done in the rural communities may be fairly estimated by the following statistics:

Fairs visited	42
Pieces of literature distributed.....	264, 300
Attendance	1, 078, 594
Cost	<u>\$5, 222 90</u>

VII. LABOR ORGANIZATIONS.—The director of this department has visited many cities in this State to arouse the interest of the wage-earners in certain practical phases of the campaign against tuberculosis. He has spoken at a number of public meetings, before delegates to the Central Labor Unions in cities visited, has gotten out resolutions to be forwarded to boards of supervisors and generally aroused public interest in this work. The American Federation of Labor passed a resolution commending the work, as did also the State Federation.

As direct results of his labors may be mentioned the following:

1. Albany, Labor Pavilion.
2. Buffalo, \$200,000 appropriation for a tuberculosis hospital.
3. Binghamton, two cottages in connection with the Mountain Sanatorium.
4. Rome, funds for the construction of a Labor Pavilion.
5. In seven other cities the labor organizations have assisted in raising and subscribed to funds for the establishment and maintenance of day and night camps for the treatment of patients during the summer months, and for otherwise carrying on the work of the local committees.

6. Since the passage of the law empowering the supervisors of each county to establish a county hospital for the care and treat-

ment of tuberculosis patients, the labor unions have been quite active in the agitation for the erection of such buildings, with the result that definite steps have been taken to build such hospitals in twelve counties.

REPORT OF THE COMMITTEE ON HOSPITALS.

The major activities of the Standing Committee on Hospitals during the past year have centered about an attempt to secure:

1. A reorganization of the ambulance service of the city.
2. New hospitals and hospital facilities for Greater New York.
3. More adequate provision for the care and treatment of inebriates in New York city.
4. Revision of hospital plans.

Ambulance Service. In the fall of 1907, a report including the recommendations of the committee with regard to the reorganization of the ambulance service of New York City was prepared and published by the Standing Committee on Hospitals. These recommendations have since been substantially adopted by the Hospital Commission appointed by the mayor of the city of New York, and the report of the committee has been printed in full in the report of the mayor's commission. The charter revision commission, appointed by the Legislature of New York to revise the charter of the city of New York, adopted in full the recommendations of the hospital committee as to ambulance service, and incorporated them in its proposed draft of the new charter which was presented to the Legislature March 8, 1909. These recommendations were embodied in a separate bill and introduced into the Legislature March 22, 1909. The bill met with considerable opposition, particularly on the part of the police department, and was finally amended so as to provide for the establishment of a board of ambulance service, to consist of the police commissioner, the commissioner of public charities, the president of the Board of Trustees of Bellevue and Allied Hospitals and two citizen members, to be appointed by the mayor. In this form the bill became law. The new board has great potentialities for improving the ambulance service of the city. The Standing Committee on Hospitals prepared and presented to the board a detailed plan for the organization and direction of the emergency ambulance work of the city.

It will continue to follow the work of the board with interest and will offer suggestions and make recommendations from time to time as opportunity may offer.

New Hospitals. The committee has embraced every opportunity to secure additional hospital facilities along the line of its recommendations made in its report on new hospitals needed in Greater New York, published January 1, 1908. Since the preparation of the report and following along the lines of its recommendations, money has been appropriated for the new Bradford Street Hospital in East New York. An appropriation of \$50,000 for a relief station in Greenpoint has also been granted. The establishment of this relief station has been temporarily delayed because of the failure of the city authorities to select a site agreeable to all parties concerned. A very active campaign was carried on by the committee in coöperation with the civic organizations of the Thirtieth ward to secure a relief station in that ward. An appropriation of \$30,000 was voted by the board of estimate and the board of aldermen, but was vetoed by Mayor McClellan just before leaving office, together with appropriations of over two millions of dollars for new buildings for the department of public charities. The ground for the mayor's veto was that he believed that the incoming administration should pass upon these matters. It is hoped that the coming administration will act favorably with regard to the matter because of the very great need for this relief station.

The new Coney Island Hospital is nearly completed and ready for opening. Provision has been made for increasing the size of the Kings County Hospital. It will be noted that there has been considerable progress in the borough of Brooklyn in securing the additional facilities recommended by this committee. The recommendations for the other boroughs have not, however, been carried out to so great an extent.

The decision of the trustees of Roosevelt Hospital to withdraw their ambulance service emphasized the need for a new municipal hospital on the west side of Manhattan. During the year the committee issued a small pamphlet, entitled "Ambulance Service on the West Side of Manhattan," which was given wide circulation, and residents of the west side of the city were interested in

trying to secure a relief station. The request for \$32,300 to establish such a station was finally held up by Comptroller Metz. The session of the Legislature for 1909, however, passed the Hackett bill, which paves the way for a new hospital on the west side. The Standing Committee on Hospitals will continue to take such steps as may be possible to persuade the city authorities to take some action with regard to the matter.

Revision of Hospital Plans. The Standing Committee on Hospitals has taken an active part in planning new hospital buildings and additions to existing hospitals. As a result of the opportunity given the committee and the suggestions which it made, the plans for the new Bradford Street Hospital were entirely redrawn. The new plans for the general lay-out of Kings County Hospital were also modified in important particulars as a result of the recommendations of the committee. The Commissioner of Public Charities has welcomed the suggestions of the committee and has been very ready to make modifications when convinced of their wisdom.

Treatment of Inebriates. With the hope of creating a public consciousness of the present wastefulness of the in-and-out-of-hospital and in-and-out-of-prison process of dealing with habitual drunkards, the Standing Committee on Hospitals undertook, during the winter of 1908-1909, to make a thorough study of the problem of the treatment of public intoxication and inebriety. Its study of the situation thus far has centered around:

1. The experience of other states and countries.
2. The present practice in New York City
3. A proper system adapted to New York's needs.

The facts gathered have led the committee to outline a comprehensive plan for the treatment of public intoxication and inebriety. This plan was embodied in legislative form and presented to the Legislature in March, 1909. It provided in brief:

1. A board of inebriety for New York City, whose duty it should be to have general supervision over the probational, institutional and parole care and treatment of all persons, other than criminals, who are so addicted to the use of alcoholic liquors or narcotic drugs as to require such care and treatment.

2. A hospital and industrial colony for inebriates under control of the board of inebriety.

3. A central bureau of records of all persons arrested for public intoxication.

4. Field officers under the direction of the board, whose duty would be to inquire into all arrests for intoxication and to act as parole officers for the hospital and industrial colony.

5. A graded series of remedies for persons arrested for public intoxication, including:

a. Release without appearance in court in all cases which have not been arrested within twelve months.

b. Release on probation under supervision of field officer.

c. Release on probation under supervision of field officer with the addition of a fine to be paid in installments to the field officer.

d. Commitment to hospital and industrial colony on an indeterminate sentence for a period of not less than four months nor more than three years.

6. Commitment to the hospital and industrial colony of habitual drunkards who do not appear in police courts, upon proper medical certification, following the procedure in cases of persons who are insane.

At about the same time that the bill was introduced in the Legislature a pamphlet was issued on the treatment of public intoxication and inebriety, which was given wide circulation and which aimed to give the public the results of the study of the Standing Committee on Hospitals as far as it had proceeded at that time. The plan was not presented until late in the session and did not pass the Legislature, although it was reported favorably by the Senate cities committee.

During the summer a special investigation has been carried on, aiming to show to what extent the in-and-out-of-prison and in-and-out-of-hospital process exists in the present practice in New York City. This investigation has analyzed the records of the male alcoholic ward at Bellevue and at the Workhouse. The records of other institutions, including the City Home, the Municipal Lodging House, the Metropolitan Hospital and the City Hospital were then examined to find further trace of persons with long records at the Workhouse and at Bellevue. Astonishing results have been shown by this investigation and plans are now being made to bring these facts to the attention of the public.

The committee has brought the matter to the attention of the joint legislative commission appointed to investigate and report on the charter for New York City and also to the Page Commission appointed to investigate inferior courts. The plan, with slight modifications, will be presented again at the next session of the Legislature. The opinion has been gradually forcing itself upon the Standing Committee on Hospitals that the time will soon come when a thorough-going, sane campaign of public education aiming at the prevention of drunkenness and its attendant evils should be undertaken and that the State Charities Aid Association, either acting through the Committee on Hospitals or a special committee for the purpose, might well undertake such a campaign if the necessary funds can be provided.

REPORTS OF COUNTY VISITING COMMITTEES.

Thirty-four of the Association's county committees outside of New York City have sent to the central office reports of their work during the past year.

Two hundred and fifty-four visits are reported to have been made by members of these committees to thirty-six almshouses, not including the very large number of visits made by the members of the New York City Visiting Committee to public charitable institutions in New York, Kings and Richmond counties. Brief abstracts of the annual reports of the Association's county committees are herewith submitted.

Allegany County. The almshouse is reported to be in its usual good condition and well managed. Two new piazzas for inmates have been added during the year, and the buildings have all been newly painted.

The Committee on Children has been investigating the homes of the children who have been placed in families in previous years. Of the forty-five children thus placed out, four cannot be traced, as the families have moved away from the former localities and it has been impossible to learn anything about them. Of the sixteen children placed in institutions, fifteen still remain and one has been placed out and lost track of. Eight of the children have been legally adopted. During the past year three children were placed out by the central office of the State Charities Aid Association,

and one child was placed out in a free family home by the superintendent of the poor. Three children who had been taken on trial have been legally adopted during the year.

Cattaraugus County. The almshouse is reported to be in good condition and very well managed. The buildings have been painted and shingled during the year, and the principal needs at present are verandas on the women's cottages, hot water in the cottages, and better provision for isolating cases of tuberculosis. At present there is only one such case in the institution and this is an advanced case. The patient has a room to herself and uses separate utensils. There is a separate hospital for the men, but the women are cared for in small rooms in the main cottage. The nurses are experienced, but not trained. The young people from different churches sometimes give entertainments for the benefit of the inmates, and the members of the committee in the locality frequently visit the almshouse.

Chautauqua County. The committee has held two meetings during the year, with an average of eight members present, and has made eight visits to the almshouse, of which six were without notice. The institution is reported to be in its usual excellent condition. The employees who care for the 140 inmates include, besides the keeper and matron, two women nurses, one man nurse, an engineer, two cooks, a laundress, a scrub woman and three farm hands. The inmates are well cared for. They include three epileptics, thirteen feeble-minded cases, and thirteen cases of tuberculosis of several years' duration. On the farm there are twenty-six cows, which furnish the milk and butter, and 100 hens, which lay about forty-eight dozen eggs a week. They also keep 100 turkeys, raise their own pork, and buy their beef. During the past year the cultivation of a number of small fruits has been started and there is an abundance of apples and vegetables growing in the orchards and gardens. In the spring a quantity of maple sugar is made. The food furnished the inmates is of good quality.

The interior of the institution is a model of cleanliness and good order, and the institution is considered one of the best in the State.

Twenty-three children became public charges during the year, and all of them were sent to institutions. The county has a very large number of dependent children in proportion to its population, and judging by the experience of other counties, fully one-third of these children could be returned to relatives or placed out in free family homes if there were an agency established here similar to those maintained by the Association in nine other counties and towns.

Chemung County. The committee has held eleven meetings during the year, with an average number of sixteen members present, and the almshouse has been visited seventeen times by about twenty members of the committee. Many written communications have been made to the supervisors and also many personal calls, with a view to bringing to their attention the needs of the almshouse. The most urgent needs are a hospital with special facilities for tuberculosis patients and other cases of sickness, and the removal of the present wretched water closets in the basement and their replacement by sanitary, modern plumbing. The cases of tuberculosis, of which there are at present five, should be isolated and they should be forced to spend sufficient time in the open air to have their rooms properly ventilated. During the past year concrete walks have been laid and a laundry has been installed with a metal ceiling and hardwood floor. Some painting has been done and the partitions have been removed from the sleeping-rooms. The water supply is very limited and almost continuous pumping is required to keep any water in the reservoir. Frequent leaks are caused by pressure from the pump. A disused windmill has recently been put in working condition through the efforts of a member of the committee. The plumbing and drainage are fair, but should be improved. A new cesspool, which is necessary, is about to be built. Steady improvement is noted in the cleanliness and order of the institution, and improvement is also noted in the food, especially in the bread. An almshouse for over 100 inmates should be better equipped.

Columbia County. The almshouse is reported to be in good condition. New bath tubs and toilet-rooms have been added during the year and are a great improvement. The number of paid employees besides the keeper has been increased to four, having

been formerly only two, and it is now possible to give the inmates better care, especially the sick, for whom there are now both a man and a woman nurse.

Delaware County. The almshouse is reported to be in its usual good condition and well managed. Improvement has been made in the drainage during the past year, and the heating system has been supplemented by the addition of a big stove in the lower hall of the men's part. A new fire hose has been provided, and metal ceilings, and the place presents a very neat and home-like appearance. The inmates seem to be very comfortable and are well cared for, with much special attention to individual cases.

Nineteen children became public charges during the year, of whom ten were placed in institutions, three in free family homes and six in families at board.

Erie County. The following report has been submitted by the committee:

"There have been few if any changes of importance in the general management of the Erie County Hospital and Almshouse during the past year. No additions to the buildings have been made. The property on which the almshouse is situated having been purchased by the University of Buffalo, it becomes necessary to procure another building site, and a number of places in the county are under consideration, most of them some distance from Buffalo. No definite decision has been arrived at as yet. It is hoped that some good farming land may be purchased. The present almshouse buildings are in fairly good condition, and it is hardly to be expected with a prospect of a change before many years, that any extensive alterations will be made in these buildings. Our committee is still of the opinion that the dietary in the almshouse is not what it should be either in quality or variety. The cooking arrangements are exceedingly limited and until better facilities are provided for the proper preparation of food it is useless to expect any great improvement in this direction.

"The sale of land to the University does not cover the hospital buildings, the idea being probably to utilize the county hospital in connection with the medical department of the University. The main building of the hospital is in exceedingly bad condition and in need of immediate attention. A report was made to the board

of supervisors by one of their members, Mr. Harvey D. Blakelee, calling notice to the overcrowded, unsanitary condition of the hospital, its dilapidated and poorly ventilated wards, and inadequate operating room. The matter was referred to the committee on almshouse matters. In July an inspection of the hospitals was made by the State Board of Charities and a recommendation sent to the board of supervisors, 'that immediate consideration be given to the improvement of the Erie County Hospital by (1) a thorough reconstruction of the main hospital building, for which at least \$50,000 should be provided, and (2) by the erection of a surgical pavilion with wards for 150 patients and equipped with suitable operating and other necessary service rooms estimated to cost \$150,000.' No report having been received from the committee, the Erie county branch of the State Charities Aid Association sent a letter to the supervisors calling attention again to the fact that nothing was being done to remedy this deplorable condition of affairs and begging that some consideration be given at once to a matter of such vital importance. We are glad to report that some progress is being made and plans are under discussion, with the probability of a new hospital being built in the near future.

"The tuberculosis pavilion is taxed to its full capacity, the number of men patients far outnumbering the women, the larger number of cases being chronic and beyond recovery. The dietary in this department of the hospital has been greatly improved. The supplies and provisions for this pavilion are quite apart from the main building. The food is all prepared in a kitchen in the basement of the pavilion and seems sufficient in quantity and quality. It would seem at last possible to arrive at the approximate per capita cost of the county tuberculosis patients."

Essex County. Many improvements have been made at the almshouse during the past year, and it is reported to be in excellent condition and very well managed. In the women's part, the ceilings have all been painted and two of the back rooms have had new ceilings and new floors. All the woodwork in the inmates' kitchens and dining-rooms has been painted, and a hot-water heater has been put into the inmates' kitchen and connected with their bathrooms. New lavatories have been furnished for the

men's bathroom. The outside trimmings, blinds, piazzas, barns and outbuildings have all been painted, and the cow stables have been ceiled and provided with a concrete floor. There is a new tower for the standpipe and a new 90-ton silo. The most urgent need at the present time is said to be new mattresses for the inmates.

During the past year eleven children were placed in institutions and five in free family homes. Forty placed out in previous years remain under the supervision of the superintendent of the poor.

Franklin County. The almshouse is reported to be in good condition and well managed. It is a small institution with fewer than forty inmates ordinarily, and as there are no feeble-minded or epileptic cases and no patients suffering from tuberculosis the inmates are not of a difficult class to care for. During the past year six children became public charges, of whom three were placed in institutions and three in free family homes.

Fulton County. The committee has held three meetings and has visited the almshouse three times during the year. Some painting has been done and the cemetery has been put in order, and in most respects the almshouse is in good condition. The most urgent needs continue to be a hospital for the sick and a receiving vault for the dead. The inmates when ill are cared for in their own rooms. It would be much better if suitable rooms were set aside for infirmaries. At the present time there is but one recognized case of tuberculosis, and this patient, though provided with a separate room, mixes daily with the other inmates and may easily be a source of infection.

Genesee County. The almshouse is reported to be in good condition and well managed. During the past year cement walks and floors have been laid, the buildings have been painted, and a refrigerating plant has been installed. At Christmas time the committee furnished presents for the inmates, which were much appreciated. The special needs at the present time are steel ceilings, a mangle and most of all a nurse to care for the sick. The following is a quotation from the committee's report: "The Genesee County Home has never had at one time so many old and infirm men and women as this summer. There have been several

deaths, and the men in the hospital were aged and feeble, as was also the case with the inmates in the women's department. The members of the committee are of the opinion that there should be a nurse to care for that class of patients. Three cases of pulmonary tuberculosis were of long duration before their admittance to the institution. They were kept in the hospital and were separated from other patients only as an effort was made to keep the other patients away from them as much as possible. The committee thinks that they should be in private rooms where they could be comfortably cared for by a nurse, if there were a nurse in charge."

Herkimer County. During the past year the bathrooms at the almshouse have been repaired, two new ones have been put in, and some painting has been done. If lockers or suitable store-rooms could be provided for the inmates' clothing so that they need not hang their clothing in their dormitories or bedrooms the appearance of the institution would be considerably improved. With fewer than one hundred inmates the institution employs nine paid employees, including a nurse for the sick, who are cared for in a separate hospital recently built.

Lewis County. The committee has held several formal and several informal meetings during the year, and the almshouse has been visited twenty times by different members. The chairman of the committee has appeared before the board of supervisors to urge the need of an extension to the hospital. During the year new hardwood floors have been laid, burlap has been put on the walls, steel ceilings have been provided, and the rooms have been painted. The almshouse seems to be in good condition and very well managed. There are six paid employees besides the keeper to care for the inmates, who are about forty in number.

Montgomery County. The almshouse is reported to be in good condition and well managed, but the needs urged in previous reports still remain to be met, namely, better lighting facilities to replace kerosene lamps now used and better provision for the sick, especially cases of tuberculosis. As there is no hospital and no separate infirmary rooms the sick are cared for in the few single rooms that the almshouse contains, or in the regular wards. There should be separate accommodations for the sick where they can be cared for by a capable nurse.

Nassau County. The town almshouse of Hempstead has had electric lights installed during the year and new buildings are being erected to replace the barn and outbuildings that were burned. A new building is to be built and inclosed in a yard where patients suffering from tuberculosis can be cared for apart from the other inmates. There are four cases of tuberculosis at the almshouse at the present time. The cloths which are used are burned, but otherwise there seems to be no special precaution taken to prevent the spread of the disease. The total number of inmates is only thirty-two, of whom six are women.

The town almshouse of North Hempstead and Oyster Bay with about forty inmates is so illy planned and so unsuitable for the care of such cases that it is difficult to suggest improvements. During the year fire-escapes have been completed and new iron beds with springs are to replace the old wooden bedsteads. A patient recently died of tuberculosis in a badly-ventilated room where there were four other inmates. For the sick there is a separate room for men, but no special place for the women, and as there are no nurses to care for the sick, the inmates care for one another with the help of the matron and other employees.

It seems unfortunate that this small county should maintain two poorly equipped town almshouses instead of one modern and well managed county almshouse centrally located. The county is so small that the care of the poor on an exclusive town system seems a wasteful policy. This is nowhere more obvious than in connection with the dependent children who are wards of the different towns. During the past year an agency for dependent children was established by the Association's local committee in coöperation with the town board for the town of Oyster Bay, and excellent work has already been done by the agent in reducing the number of dependent children and making better provision for them by returning them to relatives or placing them out in free family homes. Such work is needed in the towns of Hempstead and North Hempstead, but it has been found difficult to get the three towns to coöperate. If the children were county charges a county agent could be appointed who would do the work for all the children of the county and doubtless effect a great saving of public money and make much better provision for the children who are public wards — more than a hundred in number.

Oneida County. The committee has submitted the usual statistical report and in addition the following supplementary report on the condition and needs of the almshouse.

“The fire protection is good as far as water supply and water pressure are concerned. But the immediate application of these means is in the hands of employees who are not experienced nor numerous enough to fight a large fire. The Rome fire department is within call, but would require ten or twelve minutes to reach the house.

“The great need of the almshouse is the completion of the hospital. This building was designed and erected to accommodate 115 patients, but physicians say it will accommodate perhaps twice that number. It is a large fire proof building. The basement is not finished and the heating apparatus is not put in. After the contract for the erection of the building had been let by a special committee appointed by the board of supervisors, it was found that the committee had not been given authority for the erection of any building. The attorney of the board of supervisors reported that the committee had not been authorized to put up the building. A special committee of the board of supervisors made an investigation through expert builders, who reported that the building had cost \$50,000 more than their estimate of its value. The board declined to let a contract for heating the building until the question of the liability of the county for the expenditures already incurred had been settled. On October 4, however, the board asked bids for the heating and ventilation and on October 18, 1909, a contract was let for these improvements at a cost of \$18,000. The county hospital should be complete by May, and its completion will solve some of the problems of the present institution.

“The State Board of Charities over a year ago investigated the almshouse, especially with reference to the care of the sick and made recommendations most of which were promptly complied with. But the recommendation for the employment of trained nurses has never been complied with, and this necessity still exists. It is believed that when the county hospital which adjoins the almshouse is completed, an interne and trained nurses will be em-

ployed and this will improve the administration of the entire institution. The spray baths will be used by the men, and maternity cases will then be cared for in suitable rooms.

"The completion of the system of forced ventilation in the almshouse is a great improvement. The air, especially in the day rooms of the men, is much better, and the health of the inmates is correspondingly improved.

"The proportion of men inmates to women inmates is large, the men numbering 73 and the women 27 per cent. Women will make a more persistent and continued effort to maintain themselves, while many men become dissolute, or if overtaken by adversity, soon succumb and make no effort to get on their feet again. It is our opinion that if more occupation could be afforded for men in the almshouse, especially during the winter months, the male population of the institution would be much smaller.

"Early in January, 1909, this committee appointed Miss Amelia Campbell of Rome as agent for the placing out of dependent children, and to coöperate in her work with the county superintendent of the poor. Her work has been performed intelligently, faithfully and effectively, and the results show that many children have been placed in good homes during the year. We are very much gratified with the result of the experiment and desire to thank the supervisors of Oneida county for providing the means for carrying it on."

Onondaga County. The almshouse and county hospital are reported to be in very good condition and well managed. During the year a new building for women has been erected, which is a great improvement over former conditions and both relieves the overcrowding and makes a much more comfortable provision for the female inmates. A new power plant has been installed, and a new farm of 137 acres, with farm buildings, has been purchased and the buildings on the farm repaired. At the present time the special needs are larger accommodations at the hospital and general repairs to the main building of the almshouse, especially better ventilation. It would be well if the inmates could be more fully employed. If someone could be secured to teach them basketry, bead work, weaving and other home industries, they would undoubtedly be much better off and happier. At the hospital

there have been forty-three cases of pulmonary tuberculosis cared for during the past year, of whom nine remained in the hospital at the close of the year.

There is urgent need for a better place for the temporary care and examination of persons alleged to be insane. At present the great majority of such cases are cared for in two rooms at the Municipal Lodging House, which is an old city house, hard to keep clean and, though light and fairly cheerful, a very unsuitable place for such patients, in that it is closely connected with the shelter for tramps. The officials in charge are considered kind and do the best they can under the circumstances, but other and better provision should be made. There is a room in a cottage connected with the women's and children's hospital where a woman patient can be cared for temporarily in case of need, but this involves considerable expense, and the hospital is able to receive such cases only when the need is very urgent and the physician in charge feels that the patient should not be sent to the so-called detention hospital at the Municipal Lodging House. During the past year six patients were cared for at the women's and children's hospital and forty-nine patients were sent to State hospitals from the Municipal Lodging House.

The work for children carried on by the county agent for dependent children seems to be very well done and results in a much better disposition of children who are wards of the county. One hundred and thirty-two children have been under supervision during the year and twenty-seven have been discharged, of whom thirteen were legally adopted, eleven returned to parents, and three died. One hundred and six children were under supervision in free homes at the close of the year.

Orange County. The almshouse of the city and town of Newburgh is reported by the committee to be in its usual good condition. It is to be greatly improved and enlarged by an addition now in process of construction, which will provide better hospital accommodations, a modern laundry plant and provide rooms for paying inmates. With the completion of these improvements this almshouse will be one of the best of its kind in the State. It is to be hoped that with the completion of the hospital, trained nurses will be employed to care for the sick.

Oswego County. The Oswego City Almshouse is reported to be in excellent condition and admirably managed. During the past year steel ceilings and concrete tanks have been provided, some painting has been done and many minor improvements have been made. There are about forty-five inmates, with five paid employees besides the keeper to care for them. The sick are cared for in separate rooms.

The Oswego County Almshouse does not in all respects compare favorably with the city institution. While the administration is good and the buildings have been recently improved in some important particulars, there is still great need of radical changes to make the accommodations for the inmates safe and healthful. Among the special needs reported at the present time are concrete floors for the basement, a power laundry, the same power to be used also for pumping water to tanks, and a hose for fire protection, outside fire escapes and the widening of the inside stairways, which are at present narrow, steep and long, and would be very dangerous in case of fire, larger and better rooms for keeping clothes, better facilities for cold storage, the out-buildings to be shingled and repaired or else torn down. The walls of the dormitories and living rooms should be covered with burlap or other material and thickly painted. Half of the building was formerly used as an insane asylum, and should be remodeled for the use of the present inmates. During the past year the hospital facilities have been enlarged, improved and made more satisfactory. Many rooms have been provided with steel ceilings and hardwood floors, and also painted and papered, and some work has been done on the roof. The water supply, while abundant, lacks sufficient facilities for distribution, and the drainage should be extended to a greater distance from the house. The ventilation is in some parts of the building very poor, and should be improved by the installation of some artificial system of ventilation, as at present the ventilation is only by windows.

Rensselaer County. The committee has held six meetings during the year, and all the members have visited the almshouse. The committee has done much to bring about the building of a

new tuberculosis hospital, which will be a very great improvement. The almshouse is said to be in good condition and well managed. Some painting and general cleaning have been done during the year, and the special need at present is screens for the windows. The separate hospital building in process of erection will cost \$40,000. It is hoped that an agency for children will soon be established.

Schenectady County. The almshouse is reported to be in good condition and well managed. The special needs at the present time are said to be additional heat in the dining room and a sterilizer for cleansing the clothes of inmates received from outside and for the bedding. There are four cases of tuberculosis at the almshouse and they are cared for in the tuberculosis pavilion, which has been erected during the past year. Another addition to the equipment is a detention hospital where the alleged insane are temporarily cared for pending their examination and commitment to State hospitals. As yet no patient has been detained here longer than three days, as the commitments have been very promptly made. Women caretakers are employed to care for women patients. While this is a great improvement over conditions formerly existing in the county jail, where such patients were detained in past years, almshouse care for such cases is not considered desirable, and it is to be hoped that provision will be made by a general hospital in Schenectady for the reception and temporary care of persons suffering from mental disease.

Seneca County. The almshouse has been visited frequently during the year by the committee, which reports that the greatest needs at the present time are stair fire escapes, lighting by gas or electricity and suitable accommodations for the care of the sick, especially tuberculosis cases. The fire protection is still inadequate.

Steuben County. A house for the farmer has been built during the past year, and the county is about to erect a hospital for tuberculosis patients, which will be a great relief to the almshouse. The institution is said to be in good condition and well managed. During the year ten children became public charges, all of whom were sent to institutions, six to Binghamton and four to Rochester.

Suffolk County. The almshouse is reported to be in its usual

excellent condition and well managed by the keeper and matron, who have so long and faithfully served the county in this capacity. The hospital has been enlarged during the year and is under the care of nurses who are experienced but are not trained. There are said to be no cases of tuberculosis at the present time.

Sullivan County. No improvement has been made at this old almshouse during the year, and the need for new beds, better water supply and fire protection and general repairs and improvements continues as urgent as formerly. Sputum cups should be provided for the patients suffering from tuberculosis, of whom there are two at the present time. There is no hospital for the sick and the patients are cared for in their rooms by the matron. The county records have been destroyed by fire during the past year, which has caused considerable inconvenience. The almshouse has been visited eleven times by members of the committee and letters have been written to the supervisors and superintendent of the poor to bring to their attention the needs of the almshouse. Although this is a small almshouse with fewer than fifty inmates, more money should be spent to keep it in proper condition and make a comfortable home for the old people who are obliged to live there.

St. Lawrence County. The almshouse is reported to be in good condition with the exception of the plumbing and the ventilation, which are very poor, and the fire protection, which is only fairly good. During the past year the barn has been repaired and the cow stable cemented. The institution needs extensive repairing, including metal ceilings and hardwood floors, and the most urgent need of all is a trained nurse to care for the sick. This institution always has a considerable number of feeble-minded and epileptic inmates, but no cases of pulmonary tuberculosis are received.

Washington County. The almshouse is reported to be in its usual good condition. Steel ceilings have been added and general repairs have been made during the year. There is need of fire escapes at the present time. The ladies of the committee have been able to raise, through voluntary contributions, a fund to purchase a gift for each inmate at the county house for Christmas. During the year twelve children became public charges and were placed in institutions and there are altogether more than fifty

dependent children in this county. An agent for dependent children should be appointed to look after these children.

Wayne County. The committee has held quarterly meetings at the almshouse and a number of unexpected visits have been made during the year. The institution is said to be in good condition, and new flooring and cement have been laid during the year. The food might be improved, as at present there is too much pork and not enough beef provided. More screens are needed in the summer. The sick are under the care of a good attendant and the doctor calls twice a week. A benevolent society from Newark and another from Lyons go once a month to interest and entertain the inmates.

Westchester County. The committee has held five meetings during the year and ten different members of the committee have made some thirty-five visits to the almshouse. Letters have been written and visits made to the superintendent of the poor, and a subcommittee appeared before the board of supervisors to advocate the adoption of the cottage plan in connection with the proposed additional new buildings. In the plans finally accepted the cottage plan seems to have been adopted, but on so large a scale that it seems doubtful whether the buildings will really embody the spirit of this plan. Three large new dormitory buildings are contemplated, all planned exactly alike, and each to accommodate nearly two hundred inmates. Their two floors are identical in construction and consist of four large dormitories holding twenty-four beds each with water sections containing two bathtubs, one spray bath, eight lavatory fixtures and six toilet fixtures — a somewhat inadequate number for the use of nearly one hundred persons. While these dormitories may answer the purpose fairly well for the men, they will be extremely unhomelike and hardly suitable for the old women. Even for men of the better class a building might well be planned with provision for a greater degree of privacy. Only one of the buildings is now being constructed, and it is to be hoped that before building the others the plan will be changed so as to provide single rooms for the inmates of the better class. Another building which is under way is a nursery, which seems to be a pleasant little cottage, well lighted on all sides, and likely to be comfortable and homelike. A large addi-

tion to the hospital is being made which will provide for two-story piazzas and an elevator — two of the needs which have long been advocated by the committee. There will also be a water section and diet kitchens which are greatly needed in connection with the hospital. It is unfortunate that the water section should be so remote and difficult of access from the present wards and it seems unfortunate that a hospital in the country should be constructed on a plan which demands an inclosed court in the centre surrounded by wards. The additions contemplated will, if carried out, provide for nearly double the present census of the almshouse. As the normal census seems to be not much over four hundred, it is difficult to understand why the capacity should be increased to about seven hundred.

There has been very considerable improvement during the past year in the food, and doubtless it will be even better with the addition of special diet kitchens at the hospital. The hospital for tuberculosis patients is not cleaned as it should be, and while it has improved very considerably during the past year, it has not yet reached the proper standard. To supplement this building a portable frame house with sixteen beds has been set up between the general hospital and the tuberculosis pavilion. This is a cheerful little building and is an important addition to the plant. It would be improved by having water connections, such as are found entirely practicable in similar pavilions in connection with other institutions. The head nurse has seven assistants, two of whom are night nurses and five day nurses. This number is inadequate to care for patients in the two hospitals. The general hospital is a three-story building and the tuberculosis pavilion two stories. With the additions that are being made it will probably be necessary to employ a larger number of nurses. The pay is so small that it is difficult to secure and keep a desirable class. The medical administration is still unsatisfactory. For an institution of this size a medical board should be provided consisting of physicians and surgeons who volunteer their services, instead of the present plan of employing one paid visiting physician who employs unpaid resident physicians at the institution.

Wyoming County. The almshouse is considered to be in good condition. During the past year the buildings have been re-

painted. The special need is a hospital for the sick. The committee addressed a letter to the board of supervisors bringing the needs of the almshouse to the attention of the board. There are no cases of tuberculosis reported, but there are said to be twelve feeble-minded and epileptic inmates, which seems a large proportion out of a population of forty.

Yates County. This little almshouse with less than forty inmates is well managed and seems to be a comfortable and home-like place for the aged poor. All of the outbuildings have been painted during the year, new tubs have been put in the laundry, and a gasoline engine and feed grinder have been installed. The special need is considered to be a better lighting system, a porch for the men, and an icehouse with a cold-storage room. The water supply is not always sufficient, and the fire protection is not very good, and the plumbing, drainage and ventilation are only fair. The food is good and the almshouse is kept in a cleanly and orderly way, and the general administration is excellent. Eleven of the thirty-eight inmates are said to be feeble-minded or epileptic.

SUMMARY OF REPORT OF NEW YORK CITY VISITING COMMITTEE.

The systematic visiting of the city hospitals, homes for the aged and infirm, and the Municipal Lodging House, in Greater New York, by members of the New York City Visiting Committee, has been continued. There have been twenty-four meetings of the committee, its executive committee or borough committees, at which matters of general interest have been discussed, and a large number of meetings of subcommittees.

Its visitors have frequently conferred with the officers of the departments and superintendents of institutions. As important needs have been ascertained, more formal statements have been made to the Commissioner of Public Charities, the Trustees of Bellevue and Allied Hospitals and other public officials. The following is a partial list of such statements:

October 12, 1908, a statement to the Board of Estimate and Apportionment, commenting at length upon the estimates of the expenses of the Departments of Bellevue and Allied Hospitals and Public Charities for 1909; urging cer-

tain requested appropriations as especially necessary and pointing out some possible methods of economy.

November 5, 1908, a memorandum as to suggested improvements in the preliminary plans of the new Bradford Street Hospital, Brooklyn (prepared in coöperation with the Hospital Committee of the State Charities Aid Association).

November 10, 1908, a statement of certain needs at the New York City Farm Colony.

November 14, 1908, suggestions concerning a list prepared for the Department of Public Charities, of trees, shrubs, etc., for planting on Blackwell's Island.

January 30, 1909, a letter submitting the suggestions of advisory landscape architects concerning the preliminary plans and specifications for the layout of the City Hospital and Metropolitan Hospital districts on Blackwell's Island.

February 13, 1909, detailed comments and recommendations concerning the preliminary layout of the New York City Farm Colony, with the suggestions of expert advisers as to the best types of almshouse construction.

March 27, 1909, a memorandum submitted to the Commissioner of Public Charities concerning the City Children's Hospitals and Schools.

March 29, 1909, a statement of desirable improvements for the employees in all institutions of the Department of Public Charities, including recommendations for new buildings and for the employment of a salaried manager to look after the interests of employees, and other general suggestions for their welfare.

April 2, 1909, a statement to the Commissioner of Public Charities of the more important needs of all of the institutions, bureaus, etc., and of the department in general, as observed by the members of the New York City Visiting Committee, for consideration especially in preparing a request to the Board of Estimate and Apportionment for issues of corporate stock for new buildings.

April 2, 1909, a letter suggesting a plan for the establishment by the Department of Public Charities of the systematic assistance of outgoing hospital patients, by advice and reference to the appropriate charitable societies, etc., to conserve the curative effects of their stay in the institutions.

April 13, 1909, a brief summary of the work of the members of the Committee on the City Children's Hospitals and Schools in visiting children discharged from that institution to their homes securing the coöperation of dispensaries, hospitals and charitable societies, in conserving the curative and educational effects of the children's stay in the institution and to prevent the recurrence of conditions leading to disease, and in improving home conditions where possible.

April 20, 1909, a letter to the members of the Board of Estimate and Apportionment supporting the request of the Commissioner of Public Charities for authorization to proceed with the erection of certain much needed buildings for the Department, for which appropriations had already been granted, but for the erection of which special permission was necessary.

April 30, 1909, a letter to the Commissioner of the Department of Correction urging the securing of a dock in Manhattan for that department, separate from the dock of the Department of Public Charities, and the establishment of landings on the eastern side of Blackwell's Island to be used by the Depart-

ment of Correction instead of those on the western side which are at present used by both departments.

May 11, 1909, an oral statement to the Commissioner of Public Charities of certain important needs for the Kings County Hospital.

May 17, 1909, a letter suggesting certain improvements for the Orthopædic Department of the City Children's Hospitals and Schools.

May 19, 1909, a letter suggesting the enlargement of Ward 34 at Bellevue Hospital for disturbed and alcoholic women patients, including prisoners, in order to increase the facilities for segregation and to lessen the overcrowding to some extent.

June 3, 1909, a statement supplementary to that of April 13, 1909, showing the work of members of the Committee on the City Children's Hospitals and Schools, in visiting children discharged from that institution to their homes.

June 3, 1909, a letter forwarding to the Department of Public Charities certain statements made by parents concerning the treatment of their children.

June 14, 1909, comments and suggestions on the layout of the proposed development of Kings County Hospital (prepared in coöperation with the Hospital Committee of the State Charities Aid Association).

July 6, 1909, a letter transmitting a report from Mr. Peter Joseph McKeon, advisory member on fire protection, as to certain immediate changes suggested for the improvement of fire protection at the City Children's Hospitals and Schools.

July 9, 1909, a statement to the Commissioner of Public Charities of certain needs for which the Committee asked special consideration in the preparation of the budget estimate for 1910, and having to do chiefly with the individual care of patients and inmates.

July 9, 1909, informal suggestions by the Chairman of the Committee on the City Children's Hospitals and Schools, of changes which it seemed desirable to make in the budget of that institution for 1910.

July 14, 1909, a letter transmitting an extensive report by the advisory member on fire protection as to changes and improvements, which were needed in fire protection and prevention for the City Children's Hospitals and Schools.

July 16, 1909, letters to private charitable organizations informing them of the proposed development of social service work for outgoing patients in the principal public hospitals, and suggesting preparation on their part to coöperate with this development.

September 1, 1909, comments and suggestions on the revised layout of the proposed future development of the New York City Farm Colony for Aged and Infirm.

PATIENTS DISCHARGED FROM THE CITY HOSPITALS.

The committee has continued its work of visiting children discharged to their homes from the New York city children's hospitals and schools, securing the coöperation of dispensaries, hospitals and charitable societies in improving home conditions where possible, and in conserving the curative and educational effect of the children's stay in the institution and preventing a recurrence

of conditions leading to disease. The general after-care committee, after careful study of the subject of social service work for outgoing patients, formulated a plan for its development in the institutions of the Department of Public Charities. After a conference on this subject with the Commissioner, the latter has requested the Board of Estimate and Apportionment to grant in the budget for 1910 the necessary salaries for employees to give attention to the needs of outgoing patients from the principal institutions of the department. This committee has urged upon charitable societies the need of preparation to coöperate in this development of social service in the public hospitals.

URGING UPON FISCAL AUTHORITIES THE IMPROVEMENT OF PUBLIC CHARITABLE INSTITUTIONS.

The committee made a very careful study of the budget estimates of the Department of Public Charities and Bellevue and Allied Hospitals for 1909. While it found that a few items could be reduced without serious injury to the welfare of the patients, a statement to the Board of Estimate and Apportionment was prepared in support of the greater part of the requests of these two departments, giving the reasons therefor, and urging certain items as especially necessary for the care of the sick. This formal statement was supplemented by arousing public interest in the highly undesirable conditions resulting from insufficient appropriations in the past. This was done through newspaper comment and through taking part in the "Budget Exhibit" held under the auspices of the taxpayers' association.

Following the urgent recommendations made by the committee and the commissioner of public charities for the improvement of the "hospital helpers" service of the public hospitals, the Board of Estimate and Apportionment made an appropriation of \$10,000 in the 1909 budget for the improvement of this service in Kings County Hospital, in order that the advantage of increasing the wages of the underpaid lower grades of employees might be shown. The committee has made suggestions as to methods of utilizing the sum mentioned, which would, in its opinion, greatly assist in the improvement of the service.

The committee strongly supported the request of the Commissioner of Public Charities for authority to proceed with the erection of certain much needed buildings for the department, for which appropriations had been granted, but for the erection of which further special permission was required. The committee's statement was supplemented by photographs showing actual conditions of overcrowding, etc., which were strikingly bad and which would be improved by the erection of these buildings. The commissioner's request was granted on April 30, 1909.

BUILDING PLANS.

The committee has continued to offer suggestions on the plans of new buildings as the development of the city charitable institutions has progressed. The suggestions have received careful attention, and many of them have been adopted, notably in connection with the plans for the new Bradford Street Hospital in Brooklyn. The general modification of the scheme of the hospital suggested by this committee (in coöperation with the hospital committee of the State Charities Aid Association) was largely adopted.

WELFARE OF EMPLOYEES.

The welfare committee of the New York City Visiting Committee has continued to keep in touch with the needs of the employees of the different public charitable institutions. As a result of its observations it prepared a comprehensive statement of desirable improvements for these employees, including new buildings needed for their housing and recreation, methods of making the institutional life more attractive, and the employment of a salaried manager to look after their interests. These suggestions were made in the belief that one of the most effective ways of improving the care of the sick and infirm is to secure and retain intelligent and trustworthy employees. At a conference held with the commissioner of public charities concerning the above statement of the committee (of March 29, 1909), the commissioner stated that he expected to request the salaries for two additional employees in the budget estimate of the department for 1910;

the duties of these employees to be in part as suggested. This request is now awaiting the consideration of the city fiscal authorities.

NURSES' TRAINING.

At the invitation of the special training school committee of the American Hospital Association, the president and secretary of the New York City Visiting Committee attended a meeting of the former committee to make suggestions as to the training of nurses in social service work. The members of that committee also very kindly expressed their appreciation of the information previously furnished them by the Visiting Committee, which had been used by them in their investigations. The report of this training school committee has been unanimously adopted by the American Hospital Association and the Visiting Committee is pleased to note that it agrees so closely with its own conclusions, particularly in the following points: that the training schools of large general hospitals should have a three years' graded course; that small hospitals in proximity to large general hospitals, or large medical centers, should arrange for affiliation with these institutions for such training school work as cannot be given in the local hospitals, the total length of training for pupils being three years; that a two years and three months' course of training should be recognized for isolated small hospitals (as a problem apart from the training school situation in the larger institutions).

The committee has been especially interested in the desirability of improving the nursing service in the homes for the aged and infirm. Its suggestions of June 19, 1908, for the improvement of this service, by establishing a standard of training for nurses, by increasing the number and pay of those employed, and by further regulating the compounding of medicines, have been discussed with the Department of Public Charities during the past year, and request has been made in the budget estimate of that department for 1910, for funds to improve this service.

CARE OF THE SICK AT THE FARM COLONY.

The members of the Visiting Committee for the borough of Richmond, which was reorganized in 1907, have continued their

active visiting and effective work in behalf of the New York City Farm Colony.

The care of the sick at the New York City Farm Colony has been greatly improved by the appointment of a nurse for the men and one for the women, and the establishment of infirmaries for each class. In December, 1907, the committee suggested that a nurse should be appointed to look after the sick at the farm colony, and on November 10, 1908, that an infirmary should be set aside in the old stone building in the yard, and a male attendant assigned to duty there, for the care of the sick men. The committee is gratified to note that not only have these suggestions been adopted, but that further improvements in the care of the sick have been carried into effect. However, it believes that a proper infirmary building should be constructed in the near future and a resident physician appointed for the best care of those sick inmates who cannot or should not be transferred to hospitals, particularly as the farm colony is soon to be rapidly developed.

SUGGESTIONS AS TO RECORDS.

Members of the Richmond committee have made important suggestions to the superintendent of the bureau of dependent adults in Richmond as to methods of keeping records in that bureau, and these suggestions have been approved and put into effect.

SPECIAL ACTIVITIES.

The Brooklyn committee has continued to assist in the work of the kindergarten organized by it at the Kings County Hospital, and has provided Christmas festivities, etc., especially for the children in the hospitals and the old men and women in the Brooklyn division of the City Home for the Aged and Infirm.

The Bellevue committee has continued its interest and coöperation with respect to the clubs for employees organized at the hospital through the late Mrs. John L. Wilkie, who was a member of that committee. As far as practicable, the committee has co-operated with the work of the kindergarten at Bellevue Hospital.

ANNUAL REPORT OF THE
EMPLOYMENT FOR INFIRM.

During the past year the committee on employment for infirm has extended employment work among the infirm, crippled and blind in the city homes for the aged and infirm and in the city hospital. This work has been developed especially along lines of curative value for the patients and inmates, from a medical point of view. The visiting physicians have been most cordial in their support, and their suggestions have been of the greatest value.

The opinions of members of the medical boards as to what has been accomplished are of especial value. The following is a resolution of the medical board of the City Hospital, adopted February 1, 1909:

"That the medical board of the City Hospital thoroughly endorses the work being done by the New York Visiting Committee, and extends to them its thanks."

One of the visiting physicians of this hospital has been particularly interested in the development of the employment work. He writes:

"I have been especially impressed with the beneficial effects upon the cases of arthritis deformans. Some of these cases with hands so deformed that one doubted the possibility of the most ordinary acts being accomplished, have completed useful and artistic bits of basket and needle work. The effect mentally upon the patients has been in consequence good and I may add that to those in attendance in the ward, physicians and nurses, the sight of these cripples usefully employed is very gratifying. The quiet nature of the occupation makes it not only suitable for a ward in which there are acute as well as chronic cases, but it is in addition a good influence against idleness and pauperism."

Concerning the work of the Brooklyn division of the Home for the Aged and Infirm, one of the visiting physicians has written:

"The employment work introduced at Flatbush by your invaluable committee has repeatedly attracted my attention. While it casually does more or less interest and divert those who are able to do any of it, and often proves an item of interest to other inmates, it appeals to me as a means of treatment. Play is the great trainer in childhood, and absorbing occupation in later life.

The greatest gain during the fifteen years I have been attending has been by increasing the activity of a considerable class of the paralyzed. Giving such as are able more definite employment broadens the plan and is a distinct step in advance."

During the past year a cheerful, sunny workshop has been completed at the City Home as a result of our suggestion. It is most attractive and convenient for the use of the workers in their handicrafts, affording a much more suitable place for this purpose than the crowded wards. Lockers have been installed in this shop, in which the men keep their materials and the finished products, and these are very useful in keeping the wards in order.

REPORT OF SUBCOMMITTEE ON STATE CHARITABLE INSTITUTIONS.

At the present time the State is committed to several large enterprises in connection with the establishment and development of institutions belonging in this class. There are other somewhat similar and equally important needs of the people which should be met in the course of the next few years.

REPAIRS, ADDITIONS AND NEW BUILDINGS AT INSTITUTIONS ALREADY ESTABLISHED.

The State charitable institutions may be divided into the following classes:

1. Four institutions for the feeble-minded and epileptic.
2. Five reformatories for women, girls and boys.
3. Two homes for soldiers and sailors and their families, etc.
4. Hospital for incipient tuberculosis.
5. Hospital for crippled children.
6. School for Indian children.
7. School for blind children.

1. *Institutions for the Feeble-Minded and Epileptic.* The four institutions for the feeble-minded and epileptic had, on October 1, 1908, a census of 3,482. There were in the county, city and town almshouse institutions on this date 1,817 feeble-minded and epileptic inmates, and a very large number (no one knows how many) is known to be at large in the community. The number

of applications for admission to State institutions and the number of feeble-minded and epileptic cases supported in private institutions at public expense amount to about 1,200. This makes a total of over 3,000 now definitely known to need care. During the next five years there will be not less than 1,500 additional applications.

It would probably be well to concentrate most of the new building operations at Letchworth Village, which is to care for feeble-minded and epileptic cases of the custodial class in the southeastern part of the State. If the policy should be adopted of transferring to this institution any considerable number of the inmates of the four existing institutions who came from this section, it might be unnecessary to greatly enlarge these four institutions for some time to come. Otherwise they must be enlarged to care for the increasing population of this class from outside the metropolitan area. The plan of providing for all the feeble-minded men and boys at Rome, for the girls at Syracuse and for the women at Newark, which has been accepted by the State Board of Charities and the boards of managers of the three institutions, necessitates the addition of a department at the Rome State Custodial Asylum for the 275 boys now cared for at the Syracuse State Institution for Feeble-Minded Children. The number of women at Rome whom it is planned to transfer to the Newark State Custodial Asylum is about 275. Accommodations should be made available at Newark as soon as possible for this number. Two large two-story buildings similar to those at Rome might well be erected at Newark for these women of the purely custodial class, instead of four or five separate cottages of a more expensive construction. The six cottages already at Newark will be sufficient to care for the number of inmates capable of benefiting by such accommodations. The further enlargement of the Syracuse institution is not desired, and it might be well to consider whether, as the buildings are old and somewhat obsolete in construction, it would not be better to abandon them and sell the very valuable land which they occupy, and to provide an educational department for girls in connection with the institution at Newark. If this plan were adopted, more land should be bought at Newark. The land now owned is already very inadequate for the present

population. To provide for all male cases at Rome and all female cases at Newark would probably prove better and more economical than the present method of caring for these cases in three institutions, two of them for both sexes. Craig Colony should be enlarged to care for about 500 more patients of the improvable class.

The new buildings which should be provided in the course of the next few years in connection with this group of institutions are as follows:

Institution.	Number to be provided for.	Probable cost.
Letchworth Village	3, 500	\$2, 800, 000
Craig Colony	500	300, 000
Rome State Custodial Asylum.....	275	137, 500
Newark State Custodial Asylum.....	275	137, 500
	<hr/> 4, 550	<hr/> \$3, 375, 000
	<hr/> <hr/>	<hr/> <hr/>

2. *Reformatories.* The five reformatories for women and children had a census October 1, 1908, of 2,142. All of the reformatories except the House of Refuge on Randall's Island are crowded and should be gradually enlarged. This is especially true of Bedford and Hudson, which have had to refuse to receive commitments. The largest item of expenditure is naturally the development of the new State Industrial School for Boys in Westchester county. The appropriation of \$1,200,000 asked for to develop this institution for 800 boys should be made available, and about \$300,000 should be spent for additional dormitory, hospital and school accommodations at the Industry, Hudson, Albion and Bedford institutions. A total appropriation of about \$1,500,000 is needed for these institutions during the next few years.

3. *Homes for Soldiers and Sailors and Their Families.* The State institutions at Bath and Oxford are likely to have a diminishing population, as the veterans of the Civil War become fewer. The accommodations required are largely in the nature of infirmaries. It seems questionable whether new buildings should be provided to any considerable extent if it is possible to make over existing buildings so that they will suit the needs of the increasing

proportion of feeble inmates. Probably about \$100,000 will be needed for this purpose.

4. *State Hospital for Incipient Tuberculosis.* The State Hospital for Incipient Tuberculosis at Ray Brook cares for only a small proportion of the number of persons eligible for admission. Without endeavoring to make provision for all cases of incipient tuberculosis from all parts of the State, the State should provide institutions for patients from the smaller localities which have not a sufficient number of such cases to build local sanatoria for them. There is no reason why the State should not assess on the localities from which the patients come the entire cost of their maintenance, and with the present widespread interest in the subject, no locality would be likely to fail to send its patients to State institutions on account of the cost of maintenance. The State should probably look forward to larger expenditures for buildings, but need not anticipate larger appropriations for maintenance. At least 1,000 additional beds, preferably located at two new State hospitals for this class, one in the western and one in the central part of the State, should be provided during the next five years at a cost of from \$750 to \$800 per bed, a total of about \$750,000 for this purpose.

5. *State Hospital for Crippled Children.* The State Hospital for Crippled Children at West Haverstraw cares for only forty-six. About half of these children come from New York City and the remainder from other parts of the State. Without trying to provide for the large number of crippled children in the large cities, for whom increasing local provision is being made by private charity, the State might well make provision for the children of this class whose homes are in the smaller towns and rural communities, who would not otherwise receive the care they need. There seems to be some question as to whether the present site is sufficiently salubrious to warrant the erection of additional buildings and also whether it is sufficiently central and sufficiently easy of access by consulting physicians and surgeons to make the retention and development of the present site desirable. If new buildings are provided the capacity of such an institution should probably not exceed 200. The probable cost of a new institution on a new site for this number would be about \$200,000.

6. *School for Indian Children.* The Thomas Indian School cares for about 150 Indian children from all the eight reservations in the State. It might be well to inquire to what extent such an institution is needed — whether most of the children are destitute or have homes where they could remain and attend local day schools, or whether, if they have no homes, they could advantageously be cared for at local institutions for white children, where they would have the advantage of mixing with such children and learning the ways of those with whom they are to associate later when they leave the institution. If it is considered desirable to segregate the Indian children, a few additional buildings are needed at the Thomas Indian School, and an expenditure of about \$50,000 should be made there in the course of the next few years.

7. *School for Blind Children.* The State School for the Blind at Batavia cares for and educates 125 blind children. With the present effort that is being made to prevent ophthalmia neonatorum, which causes from one-fourth to one-third of the blindness among children, there may be less demand for State provision for this class. It is increasingly becoming the policy of large cities to educate the blind in day classes connected with public schools, thus enabling them to enjoy the advantages of home life. There will probably always be a considerable number of destitute blind children, especially in the rural communities, for whom a State school will be required. An enlargement of the capacity, however, does not appear to be demanded at the present time.

NEW KINDS OF INSTITUTIONS WHICH SHOULD BE ESTABLISHED.

The following estimates are very tentative, but may be helpful in arriving at an approximate idea of what the State has before it in the near future.

1. *State Farm for Women.* When the commission appointed to secure a site for this institution has made its selection, an appropriation will be required for the erection of buildings. For 200 inmates an appropriation of about \$200,000 would be required.

2. *Farm Colony for Vagrants.* An institution for the long-continued or permanent care of "workhouse rounders" has long been recommended by those interested in the penal system of the State.

Such an institution would be wise and economical and should be provided in the near future. About 500 inmates should be provided for at a probable cost of \$500,000.

3. *Reformatory for Adult Misdemeanants.* Such an institution is greatly needed and either a site should be acquired and buildings erected or else one or more of the existing penitentiaries should be made over for this purpose. In either case a considerable appropriation will be required, probably \$500,000 for 500 inmates.

4. *Hospital for Inebriates.* There is a growing realization of the need of institutions for the care of inebriates, and it seems to be questionable whether institutions of so highly specialized a character will ever be provided by localities, except possibly by cities of the first class. There seems to be a general consensus of opinion among those who have made a study of the subject that the State should provide institutions for this class and charge the maintenance of patients to the localities from which they come, somewhat on the principle adopted in the State care of incipient tuberculosis. The interest in this subject is likely to grow in the course of the next few years, and it may be well to consider the advisability of making a State appropriation during the next five years for an institution for from 200 to 250 of this class outside the city of New York at a cost of about \$200,000.

SUMMARY OF APPROPRIATIONS NEEDED 1910-1914.

Existing State Charitable Institutions:

Institutions for the Feeble-Minded and Epileptic.....	\$3, 375, 000
Reformatories	1, 500, 000
Homes for Soldiers and Sailors and their Families.....	100, 000
State Hospital for Incipient Tuberculosis.....	750, 000
State Hospital for Crippled Children.....	200, 000
School for Indian Children.....	50, 000

Total for State Charitable Institutions.....	\$5, 975, 000
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New kinds of institutions which should be established:

State Farm for Women.....	\$200, 000
Farm Colony for Vagrants.....	500, 000
Reformatory for Misdemeanants.....	500, 000
Hospital for Inebriates.....	200, 000

Total for new kinds of institutions.....	\$1, 400, 000
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NEWARK STATE CUSTODIAL ASYLUM.

This institution has been visited frequently by the Association's very devoted and efficient visitors, who have presented frequent informal reports to the central office. The following extracts from the reports of visits in September and October, 1909, are submitted:

"It has been the custom to send in requisitions for an estimated number of garments necessary for sanitary conditions, as well as for the comfort of the inmates. It is a fact that said estimates fall short of the required number of garments so that each girl can have the necessary changes. When the requisition reaches the fiscal supervisor and is looked over, it is cut down, hence, there is always a shortage of necessary clothing.

"In the matter of out-of-door wraps for winter wear when the girls take their daily exercise, there is now a shortage in the requisition, consequently 146 girls must be denied daily exercise for the want of wraps and the neglect to send in the requisition in due time. The capes now in use are of the poorest material, costing thirty-nine cents per yard, two and a half yards in each cape, finishing material costing fifteen cents more, said capes invoiced at \$3 each. These capes give little protection from cold. Shawls can be had that are warmer and better suited for the use of these women, at \$2 each. The capes have to be cut and sewed in the sewing rooms, which adds another delay to immediate use, while the shawls can be utilized as soon as received.

"The board of managers at the September meeting passed a resolution dismissing Mr. Charles W. Winspear, who had served seventeen years as superintendent, from further service after October 1. Mr. Winspear took exception to the resolution and declared himself ready to remain on duty after October 1. The board, at a later meeting in September, reaffirmed their action at the previous meeting, so Mr. Winspear stepped out and the steward is made the temporary acting superintendent."

As very few improvements have been made at this institution during the past year, the needs remain as previously stated, namely, a large centrally located laundry, a central industrial building and additional land.

ROME STATE CUSTODIAL ASYLUM.

The following report has been received from our visitors:

"The visit to the Rome State Custodial Asylum, which immediately preceded our last report, happened to coincide with the meeting of the managers and the State Architect, at which preliminary plans for the group of new buildings which were to take the place of those which had been destroyed by fire were discussed. At that time the employees' building was in process of construction. When we approached the asylum on our last visit we noted the completed employees' building, which adds materially to the architectural attractiveness of the institution and were able to inspect the partially completed new group which will afford adequate accommodation for the increasing population.

"This last visit, also, included the dinner hour, so that in our inspection of the wards we saw all the inmates at their noonday meal. We were impressed with the degree of orderliness and neatness which prevailed, and were interested to observe the extent to which the inmates help themselves. On the wards where the crippled and helpless inmates are obliged to eat in the wards, some of the brighter ones were detailed to assist the attendants in feeding and caring for their helpless fellows, which they were doing with manifest pleasure, while in the main dining-rooms each table was served, under the inspection of an attendant, by one of the inmates who sat at the head. The food provided was plain, but wholesome.

"In the wards an abnormal condition of crowding exists, owing to the destruction of the buildings which are now being rebuilt, but the temporary arrangements made necessary by this condition seem to be the best possible under the circumstances. We noted among other things that there is a piano in almost every ward, mostly old square pianos, on which some of the brighter inmates are allowed to practice under the instruction of one of the attendants. We also listened to a portion of the rehearsal of the inmates' band, which was discoursing very creditable music of a martial sort, with plenty of bass drum assistance.

"The employees' building, with its social room, reading-room and billiard tables, is a great and much needed improvement. We

looked into one of the comfortable bedrooms and also into the billiard-room, where some of the male attendants were enjoying their noon hour. The superintendent informs us that, owing principally to the conditions in the labor market, but also, perhaps, to those advantages which the institution can now offer, it is not difficult this year to obtain enough efficient attendants, as it has sometimes been in the past.

"We visited one of the farm colonies and inspected the new cow and horse barns, besides looking into the laundry and some other outbuildings.

"Perhaps the most significant general impression of our visit which is worth recording is the atmosphere of normal family life which is cultivated — or at least *simulated* — to so great an extent in the institution, under the policy of the present superintendent. We note every year various indications of progress away from the discipline and precision of institutional organization toward the freedom and informality which ought to characterize a family. This policy undoubtedly results in some diminution in the apparent orderliness of the wards. In one of the women's wards we came upon several children who were running about, we found inmates engaged in various tasks all over the institution, and we noted, as has been said, many instances where the inmates were caring for each other. But despite the loss of precision and neatness of the military sort, all this seems to us to be progress in the right direction. Especially in the farm colony is this the case. The boys who are fortunate enough to be detailed to one of these colonies live as much like ordinary farmers' boys as the conditions permit. We believe that this is better than more elaborate but more formal arrangements could be.

"In this connection we were interested to discuss with the superintendent the plans for placing out some of the brighter boys as farm hands, under the supervision and inspection of the institution. It seems to us that this experiment should be given a fair trial, under careful scrutiny, to test its practical value. We understand from the superintendent that the boys now in the farm colonies are practically self-supporting, as far as current expenses go. If this plan of placing out the brighter ones to service should prove expedient, it would make a certain proportion of these now-

dependent people entirely self-supporting, which is eminently desirable. It would also bring them into human relations which are as nearly normal as possible, and in addition would make room in the institution for a large number of wholly dependent cases.

"We are glad to learn that the time is not very far distant when the long hoped for transfer of the female inmates to the Newark asylum may be made possible, and we look for an increase in the efficiency and economy of the Rome asylum when that takes place.

"We trust that the matter of clothing may be more adequately and promptly provided for than during the past two years. The inmates ought to have enough changes of clothing for reasonable cleanliness, and warm clothing ought to be provided in time for use in the first cold weather, as it is not at present and was not when we made our last report. This would not entail added expense, in the long run, but would mean greatly increased comfort."

STATE TRAINING SCHOOL FOR GIRLS AT HUDSON.

The following report has been received from one of our visitors:

"The general equipment of the Training School for Girls at Hudson has within a few years been greatly improved, and the work of the institution has developed with greater freedom as its needs have been met and the hampering friction of inconvenience has gradually lessened. The work of construction now in progress is not only satisfactory in itself, but gratifying because it is part of a considered and established plan. In that aspect it is not only economically wise, but is rich in encouragement and interest to the superintendent and her staff.

"But though much has been accomplished, much is still desired and needed. To give to the State the full measure of service possible to an institution of this kind, the school must have more cottage room, and a suitable schoolhouse and hospital. Briefly, the carrying out with the least possible delay of the general plan for additions and betterments recommended by the State Architect and approved by the Building Improvement Commission, is strongly urged as a measure of economy and profit to the State. The immense value of such service as is rendered in this institution should be recognized by a free response to its statements of

needs. And these needs relate to internal affairs as well as to external considerations. The work of the institution increases steadily in scope and complexity, and its demands cannot fairly be met with the present allotment of helpers. The frequently repeated appeal for such additional assistance to the superintendent as shall relieve her of work which others could do, and so free her for the work which she alone can do, is urged again. For the proper organization and efficiency of the staff of the institution, a chief clerk, a supervising matron, and a clerk to the superintendent are needed. There is need of industrial teachers, and of five substitute matrons instead of the present three, to carry on the work of teachers and matrons absent on vacations or incapacitated by illness. The work of the officers of this institution is arduous, exacting and wearing. A vacation of four weeks each year is surely not an over-generous allowance for rest and recuperation. At present only three weeks are granted. If the members of the Legislature with whom it lies to decide the allowance to this institution could be persuaded to visit it, if they could see the thoroughness of the training it gives to its wards, if they could acquaint themselves with the spirit and quality of the service given by the staff of matrons and teachers, and last and chiefly, with the rare wisdom and devotion and practical intelligence of the superintendent, they would feel, we are sure, that when she asks their aid to the advancement of the work of the school, the State would most wisely adjust the measure of its giving to the terms of her requests.

"It is a misfortune that there are for the girls no pictures and no books. A few hundred dollars would supply the real need of pictures for the assembly rooms of the cottages and the school-rooms, and provide the beginning of a suitable library. But the selection of books and pictures should be careful, and should be subject to the approval of the superintendent."

WESTERN HOUSE OF REFUGE FOR WOMEN AT ALBION.

This institution was visited by the assistant secretary, June 9, 1909. Considerable construction was under way at the time, including a large, well-planned, industrial building and additions to the hospital providing for another ward and some extra rooms.

A new cottage had just been completed and would be ready for occupancy as soon as the furniture arrived. The use of this cottage greatly relieves the overcrowding which had existed for some time to such an extent that the institution has been obliged to refuse to receive inmates. The only appropriation of importance made by the Legislature of 1909 was for a sewage disposal plant. It was said that the new cottage was to be used as an honor cottage like the one at Bedford. Formerly there has been no classification among the cottages, girls being promoted from the reception building to whatever cottage had a vacancy, the cottages all being regarded as equally desirable. Even women with babies are not kept together, but are scattered about in the different cottages.

The system of records recently introduced seems to be a great improvement over the former system, but not so good as the system at Bedford.

The visitor dined with the officers at one of the cottages and was impressed with the very poor quality of the food. It seems unjust that officers of whom so much is demanded should be required to use supplies of the same quality as those furnished the inmates, who are used to a much lower standard of living. The toughness of the meat and the general unpalatableness of the food appeared to be due to the quality supplied rather than because of any defect in the cooking, and indicate the striking inferiority of the supplies furnished to such institutions compared with those furnished the State hospitals.

STATE REFORMATORY FOR WOMEN AT BEDFORD.

The following report has been received from our visitors:

"In submitting this our annual report, we, the visitors to the Bedford Reformatory, have only words of praise for the efficient work that is being done by Miss Davis and her staff.

"When we made our latest visit of inspection we found the reformatory as usual in perfect order, the rooms clean and well ventilated, and the girls busy in the different classrooms.

"The work on the Robinson cottage is progressing rapidly, and it is hoped that the cottage will be ready for use by the first of the year. That and the extra rooms which are being prepared

in the administration building will help to relieve the congestion, which at present is very trying.

"There are 300 inmates in the institution; nineteen of that number are babies and about ninety women are on parole. We found but three girls in the disciplinary building, and only six in the hospital, and they were suffering from only slight disorders. There has never been an epidemic in the institution, and it is very fortunate that such trouble has not come, as the present hospital is entirely inadequate to cope with any number of serious cases. A new hospital is sadly needed, especially one with separate wards for the isolation of girls with contagious diseases. The girls who assist the trained nurses in the hospital work have the opportunity to become skillful trained helpers, and three of these assistants who have left the reformatory have secured good positions as trained helpers in hospitals in New York, Albany and Middletown. It is hoped that the five feeble-minded girls will be removed soon to the Newark State Custodial Asylum for Feeble-Minded Women, as they hamper the work being done for the others.

"The out-of-door work the girls have to do is very beneficial, especially for the nervous and high-tempered girls. They are working on six different construction jobs at present—one is putting in a new drainage system; another is a cement conduit 200 feet long for the steam pipes. Cement walks are also being made, and extra piping laid for protection from fire.

"As we went through the buildings we saw dinner being served in the bright, cheery dining-rooms; ferns and flowers were in the windows, and the tables were neatly set; the food was appetizing and well served. The new course in domestic science is more complete now that the new kitchen and classrooms are finished in the school building. Besides the classes for the girls in cooking and serving, the matrons of each cottage meet once a week with the cooking teacher and discuss dietetics. They also receive valuable instruction in the economical preparation of the food. The new cottage, for which bids have been asked, will be a

great help, but the most pressing need in our opinion is a new hospital."

STATE HOSPITAL FOR CRIPPLED AND DEFORMED CHILDREN AT
WEST HAVERSTRAW.

This institution has been visited once by the assistant secretary during the past year. This is a small hospital caring for forty-six patients, ranging in age from four to sixteen years. The superintendent, who is also the surgeon-in-chief, resides in New York city, and it seems to be very difficult to secure a resident physician who will stay for more than a few months. The nurses also change frequently, and on account of the low pay, lack of social facilities, and the heavy work, it is difficult to get nurses of the training and ability required and to keep them permanently.

The educational facilities are very limited as only one teacher is employed, and this teacher has had comparatively little experience or training in connection with children with the special requirements of those in this hospital. It is, of course, impossible that one teacher, even if she were unusually capable, could do justice to the education of children of so very many different ages and grades of intelligence. The supply of school books is limited and not very well chosen, and the general educational equipment is poor. The small library is not well adapted to the needs of the children, and the books obtained from the State library, chosen by titles from the catalogue by inexperienced persons, are even less well adapted to the children than the books that have been bought or contributed. There is very little done in the way of hand training and very little systematic effort to either educate or entertain the patients, many of whom are for a large part of the time sufficiently strong to receive regular instruction.

For the little children a teacher with kindergarten training would seem to be a very desirable addition. The services of such a teacher for half time were offered without expense to the hos-

pital by visitors of the State Charities Aid Association living in the locality and interested in the institution, but this offer was not accepted by the board of managers.

During the summer a large proportion of the children have suffered with malaria, which is prevalent in the neighborhood of the hospital, owing to the large number of swamps both to the west and south and also to the neighborhood of the brickyards to the east. The large cavities made in the brickyards when the material for the brick is removed tend to accumulate water which is stagnant and likely to become a breeding place for mosquitoes. As it would be difficult to drain all the land where these mosquitoes breed, especially as much of it is not State land, the wisdom of establishing a permanent institution on this site might well be questioned.

In establishing an institution of this class a special effort should be made to take the cases from the rural parts of the State, as increasing provision is made in the larger cities by private charity for crippled and deformed children. At the present time about half the patients are from New York City. It might be considered whether a site more central to the rest of the State would not be a more suitable selection than is offered by Rockland county. Whatever the State should decide to do, this institution, if it is to continue, should be better equipped and better organized. It should have a resident medical superintendent and a sufficient corps of well-trained nurses and teachers to care for both the physical and the mental needs of the children. Many of these children are kept in the hospital for long periods of time, sometimes for years, and it is not proper that their education should be neglected because of their partial infirmity. If they must live away from their families they should be surrounded by sympathetic nurses who would have time to give them more individual attention and more affection than is possible in the present conditions.

**REPORT OF THE TREASURER FOR THE FISCAL YEAR ENDING
SEPTEMBER 30, 1909.**

CURRENT FUND.

To balance, October 1, 1908:

In the hands of the Treasurer.....	\$2, 118 21	
In the hands of the Secretary.....	1, 121 89	
		<u>*\$3, 240 10</u>

To General Fund:

Subscriptions and Donations.....	\$13, 434 97	
Income from Endowment Fund.....	2, 490 87	
Income from Rosalie Butler Fund.....	2, 436 45	
Loan from Permanent Fund, May 10, 1909.	1, 300 00	
Loan from Permanent Fund, June 30, 1909.	1, 200 00	
Loan from Permanent Fund, Sept. 16, 1909.	500 00	
		<u>\$21, 362 29</u>

Placing-out Agency:

Subscriptions and Donations.	\$3, 591 00	
Board of Special Children..	761 71	
Board of Children from local authorities	268 81	
Colored Orphan Asylum for Special Investigation	74 33	
		<u>4, 695 85</u>

To New York City Visiting Committee:

Subscriptions and Donations.....	\$4, 523 20	
Income from Special Endowment Fund....	839 10	
Contributions to Agency for Employment of the Infirm	†946 85	
		<u>6, 309 15</u>

To Sub-Committee on Prevention and After-care:

Subscriptions and Donations.....	\$1, 530 00	
Refunds from State Hospitals for Board and Clothing for Patients.....	15 00	
		<u>1, 545 00</u>

Special work for Children:

Contribution from Russell Sage Foundation	\$7, 500 00	
Refunds for board of Children.....	99 44	
Refunds for Printing.....	9 07	
		<u>7, 608 51</u>

* This balance should include:

General Fund	\$1, 945 71	
N. Y. City Visiting Committee.....	175 74	
Sub-Committee on Prevention and After-care.....	379 84	
Committee on Prevention of Tuberculosis.....	454 32	
Ambulance and Hospital Fund.....	717 42	
Committee on Care of Motherless Infants.....	42 66	

Advanced to Special Work for Children.....	\$425 79	\$3, 715 89
Advanced to Rockland County Committee.....	50 00	
		<u>475 79</u>
		<u>\$3, 240 10</u>

† Special Fund of \$100 for purchase of chairs for almshouses up the State transferred to Miscellaneous Expenses.

To Committee on Prevention of Tuberculosis:

Contribution from Russell Sage Foundation.	\$25,650 00
Contributions from individuals.....	3 00
Advance expense money returned.....	100 00
Sale of literature.....	93 00
Sale of phonograph.....	96 25
Sale of lantern slides.....	27 35
Refunds, State Day expenses, expressages and County Fair expenses.....	117 23
	<u>\$26,086 83</u>

To Ambulance and Hospital Investigation Fund:

Contribution from Russell Sage Foundation.....	\$5,000 00
To Newburgh Agency Fund, interest to be forwarded..	100 00
To Mothers and Babies Committee, loan repaid.....	100 00
To Rockland County Committee, loan repaid.....	50 00
	<u>\$72,857 63</u>
	<u><u>\$76,097 73</u></u>

By General Fund:

Rent	\$1,648 80
Salaries	9,997 05
Traveling expenses	311 10
Office expenses, including postage.....	1,192 00
Telephone service	708 42
Office furniture	87 50
Printing and stationery.....	1,881 08
Delivery of annual reports.....	29 72
Services of Legislative Bureau.....	100 00
Contribution to New York State Conference of Charities and Correction.....	25 00
Interest on Loan.....	27 96
Expenses of Annual Meeting, Albany, February 2, 1909	507 96
Exchange on out-of-town checks.....	3 90
	<u>\$16,520 49</u>

Placing-out Agency:

Rent	\$622 08
Salaries	4,094 33
Traveling expenses	2,613 77
Advance expense money to agents.....	40 00
Temporary care of children.....	824 41
Board of special children.....	721 66
Printing and stationery.....	101 85
Physicians' bills	34 00
Clothing	122 52
Undertakers' bills	30 00
Office furniture	39 25
Postage	70 00
Putting up awnings.....	1 40
Special investigation for Colored Orphan Asylum....	74 33

9,389 60

By New York City Visiting Committee:

Rent	\$380 16
Salaries	3,928 90
Office expenses	373 00
Traveling expenses	9 60
Printing and stationery	506 38
Delivery of annual reports	13 85
Camera	8 00
Telephone messages	24 90

Employment of the Infirm:

Salaries	\$780 00
Car fare	38 00
Materials	56 90
Printing and stationery	36 07
Office and miscellaneous expenses	53 71
	<hr/>
	964 68

\$6,209 47

By Subcommittee on Prevention and After-care:

Salaries	\$1,128 75
Office and traveling expenses	150 99
Expenses for patients	136 19
Printing and stationery	72 48
	<hr/>

1,488 41

By Special Work for Children:

Rent	\$450 00
Salaries	2,974 97
Traveling expenses	1,901 62
Printing and stationery	173 44
Office furniture	30 00
Temporary care of children	603 10
Office expenses; expressage on exhibit	14 52
	<hr/>

6,147 65

By Committee on Prevention of Tuberculosis:

Rent	\$951 68
Salaries	10,653 07
Traveling expenses	2,818 48
Advance expenses	184 39
Office expenses	859 24
Office supplies and equipment	428 94
Printing and stationery	780 36
Literature	470 44
Lantern supplies	110 75
Exhibit	176 56
Telegrams and telephones	125 59
Newspaper clippings	40 10
Toward annual meeting	100 00
Phonograph	211 25
Correspondence campaign	493 87

County Fair campaign, 1908.....	\$429 86
County Fair campaign, 1909.....	3,624 00
Local campaigns	1,571 74
Labor department	1,788 20
	<hr/> \$25,818 52

By Ambulance and Hospital Investigation Fund:

Rent	\$180 00
Salaries	3,087 04
Traveling and office expenses.....	505 53
Printing and stationery.....	288 26
Books and reports.....	29 74
Newspaper clippings	28 73
Dictaphone; office furniture.....	235 58
New partitions in office.....	164 60
Publicity work	151 85
Special investigation	50 00
	<hr/> 4,721 33

By Newburgh Agency, interest forwarded.....	\$100 00
By loan to Mothers and Babies Committee.....	100 00
By almshouse chairs purchased from special fund.....	32 15

Total expenditures\$70,527 62

Balance October 1, 1909.

In the hands of the Treasurer, General Funds.....	\$2,640 67
In the hands of the Treasurer, "Sage Funds".....	1,786 92
In the hands of the Secretary.....	1,142 52
	<hr/> *5,570 11
	<hr/> \$76,097 73

E. & O. E. Approved. EDWARD W. SHELDON, *Treasurer.*

* This balance should include:

General fund	†\$2,136 82
Special work for children.....	1,035 07
New York C t visiting committee.....	†283 01
Subcommittee on prevention and after-care.....	436 43
Committee on the prevention of tuberculosis.....	722 63
Ambulance and hospital investigation fund.....	996 09
Special fund for almshouse chairs.....	67 85
	<hr/> \$5,677 70
Agency for employment of infirm, deficit.....	†107 59
	<hr/> \$5,570 11

† Total amount of loans from permanent fund:

Year ending September 30, 1908.....	\$1,953 00
Year ending September 30, 1909.....	3,000 00
	<hr/> \$4,953 00
Balance on hand current fund September 30, 1909.....	2,136 62
	<hr/> Deficit September 30, 1909.....\$2,816 38
† Loan from S. C. A. A., year ending September 30, 1908....	\$335 81
Balance on hand September 30, 1909.....	293 01
	<hr/> Deficit September 30, 1909.....\$52 30

‡ Includes \$100 transferred to almshouse.

STATEMENT OF GENERAL ENDOWMENT FUND.

1908.

PRINCIPAL ACCOUNT.

Oct. 1.	Cash balance on hand with United States Trust Co. of New York	\$127 53
Oct. 1.	Outstanding loan of permanent funds to current fund (no interest allowed)	1,788 31
Oct. 1.	Outstanding demand note, 4% interest	500 00
1909.		
May 10.	Sold demand note, 4% interest	1,300 00
June 30.	Sold demand note, 4% interest	1,200 00
Sept. 16.	Sold demand note, 4% interest	500 00
		<u>\$5,415 84</u>

1908.

Oct. 1.	Outstanding loan of permanent funds to current fund, S. C. A. A.	\$1,788 31
Oct. 1.	Outstanding loan to current fund, S. C. A. A.	500 00
1909.		
May 10.	Loaned to current fund, S. C. A. A.	1,300 00
June 30.	Loaned to current fund, S. C. A. A.	1,200 00
Sept. 16.	Loaned to current fund, S. C. A. A.	500 00
Sept. 30.	Cash balance on deposit with United States Trust Co. of N. Y.	127 53
		<u>\$5,415 84</u>

INVESTMENTS ON HAND SEPTEMBER 30, 1909.

	Par Value.	Cost.
Erie Railroad Co., Penn., collateral, 4% bonds...	\$3,750 00	\$3,487 50
Kansas City, Fort Scott & Memphis Railway Company's 4% bonds	5,000 00	4,496 20
Atlantic Coast Line R. R. Co., L. & N., coll. 4's..	5,568 15	4,904 03
5% Bond and Mortgage City Real Property Investing Co.	38,000 00	38,000 00
Cash balance on deposit with United States Trust Co. of New York		127 53
		<u>\$51,015 26</u>

1908.

INCOME ACCOUNT.

Oct. 1.	Balance with United States Trust Co. of New York..	\$18 17
Interest.	Kansas City, Fort Scott & Memphis Railway 4's....	200 00
Interest,	Atlantic Coast Line R. R. Co., L. & N., coll. 4's.....	222 70
Interest,	Erie R. R., Penn., coll. 4's.....	150 00

STATE BOARD OF CHARITIES.

617

Interest, City Real Property Investing Co., bond and mortgage.	\$1,900 00
Interest, accrued on uninvested principal and income to Sept. 30, 1909	6 50

 \$2,497 37

Transferred to general account	\$2,490 87
--	------------

1909.

Sept. 30. Balance on deposit with United States Trust Co. of New York	6 50
--	------

 \$2,497 37

1909.

Sept. 30. Accrued interest unpaid on outstanding demand notes	\$46 43
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October 18, 1909.

EDWARD W. SHELDON, *Treasurer.*

STATEMENT OF ROSALIE BUTLER FUND.

1908.

PRINCIPAL ACCOUNT.

Oct. 1. Cash balance on deposit with United States Trust Company of New York	\$41 55
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1909.

Sept. 30. Cash balance on deposit with United States Trust Company of New York	\$41 55
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INVESTMENTS ON HAND, SEPTEMBER 30, 1909.

	Par Value.	Cost.
Erie R. R. Co., Penn., coll. 4% bonds	\$21,500 00	\$19,995 00
Kansas City, Fort Scott & Memphis Ry. Co. 4%	14,000 00	11,550 00
Atlantic Coast Line R. R. Co., L. & N., coll. 4%	5,204 55	4,584 75
Oregon Short Line R. R. Co., 4% refund'g bonds.	10,000 00	9,391 39
Southern Pacific R. R. Co., 4% refunding	10,000 00	9,425 00
Cash balance with United States Trust Co. of New York		41 55
	<hr/>	<hr/>
		\$54,987 69
	<hr/>	<hr/>

INCOME ACCOUNT.

1909.

Oct. 1. Balance with United States Trust Co. of New York . .	\$8 25
Interest, Kansas City, Fort Scott & Memphis Ry. Co. 4% bonds.	560 00
Interest, Atlantic Coast Line R. R. Co., L. & N., coll. 4% . . .	208 20
Interest, Oregon Short Line R. R. Co., refunding 4% bonds . .	400 00

Interest, Southern Pacific R. R. Co., refunding 4% bonds.....	\$400 00
Interest, Erie R. R. Co., Penn., coll. 4% bonds.....	860 00
Interest accrued on uninvested principal and on income.....	3 30
	<hr/>
	\$2, 439 75
	<hr/>
Transferred to general account	\$2, 436 45
1909.	
Sept. 30. Balance on deposit with United States Trust Co. of New York	3 30
	<hr/>
	\$2, 439 75
	<hr/>

October 18, 1909.

EDWARD W. SHELDON, *Treasurer.*

STATEMENT OF SPECIAL ENDOWMENT FUND.

PRINCIPAL ACCOUNT.

INVESTMENTS ON HAND, SEPTEMBER 30, 1909.

	Par Value.	Cost.
Erie R. R. Co., Penn., coll. 4% bonds	\$10,750 00	\$10,000 00
New York & Westchester Lighting Co. 4%.....	2,000 00	1,871 12
Oregon Short Line R. R. Co., 4% bonds.....	3,000 00	2,928 75
Atlantic Coast Line R. R., L. & N., coll. 4%....	227 30	200 13
Rhode Island Suburban Railway, first mort- gage 4% (par)	5,000 00	5,000 00
	<hr/>	<hr/>
	.....	\$20,000 00
	<hr/>	<hr/>

INCOME ACCOUNT.

Interest, Atlantic Coast Line R. R., L. & N., coll. 4% bonds...	\$9 10
Interest, Oregon Short Line R. R. Co., 4% bonds.....	120 00
Interest, New York & Westchester Lighting Co., 4% bonds...	80 00
Interest, Rhode Island Suburban Railway Co., 4% bonds.....	200 00
Interest, Erie R. R. Co., Penn., coll. 4% bonds	430 00
	<hr/>
	\$839 10
	<hr/>
Transferred to Treasurer New York City Visiting Committee..	\$839 10
	<hr/>

October 18, 1909.

EDWARD W. SHELDON, *Treasurer.*

STATEMENT OF DELANO-HITCH-NEWBURGH AGENCY FUND.

PRINCIPAL ACCOUNT.

INVESTMENTS ON HAND, SEPTEMBER 30, 1909.

Bond and mortgage, City Real Property Investing Co., 5%...	\$2,000 00
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INCOME ACCOUNT.

Interest on bond and mortgage	\$100 00
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Transferred to general account and forwarded to the Treasurer of the Newburgh Agency	\$100 00
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October 13, 1909.

EDWARD W. SHELDON, *Treasurer.*

AUDITORS' REPORT.

We have examined the foregoing accounts of Edward W. Sheldon, Treasurer of the State Charities Aid Association, for the year ending September 30, 1909, having compared the amount of moneys received by him, as shown by the accounts, with the amount of his deposits in the Second National Bank and the United States Trust Company, and the payments made by him with the vouchers therefor, and find the same to be correct.

The balances of cash in his hands at the end of the fiscal year were as follows:

In the hands of the treasurer, general funds.....	\$2,640 67
In the hands of the treasurer, Sage Fund	1,786 92
In the hands of the secretary	1,142 52
	<hr/>
	\$5,570 11

Deposited with United States Trust Co.....	\$127 53
Deposited with United States Trust Co.....	6 50
Deposited with United States Trust Co.....	41 55
Deposited with United States Trust Co.....	3 30
	<hr/>
	\$178 88

We have examined the securities in his hands belonging to the State Charities Aid Association, as follows:

Participation in 5% bond and mortgages. City Real Property Investing Co.	\$40,000 00
Erie R. R. Co., Penn., coll. 4% bonds.....	36,000 00
Kansas City, Fort Scott & Memphis Ry. 4% bonds.....	19,000 00
Atlantic Coast Line R. R., L. & N., coll. 4% bonds.....	11,000 00
Oregon Short Line R. R. Co., 4% refunding bonds.....	13,000 00
Southern Pacific R. R., 4% refunding	10,000 00
New York & Westchester Lighting Co., 4% bonds.....	2,000 00
Rhode Island Suburban Ry., 1st mortgage 4% bonds.....	5,000 00

(Sd.)

THOS. B. ADAMS,

(Sd.)

ALEXANDER C. PROUDFIT,

New York, February 1, 1910.

Auditors.

APPENDIX A.

TABULAR STATEMENT COMPILED FROM REPORTS OF COUNTY COMMITTEES.

COUNTY.	Almshouse located at—	NUMBER OF INMATES OCTOBER 1, 1909.		CLASSIFICATION OF INMATES.								Number of children becoming public charges during the year.	CONDITION OF ALMSHOUSE AS TO—				
		Males.	Females.	Total.	Epileptic.	Feeble-minded.	Tuberculous.	Children under two years of age.	Born in almshouse during the year.	Between two and sixteen years.	Water supply.		Drainage.	Ventilation.	Fire protection.	Cleanliness and order.	
Allegany	Angelica	29	33	62		5	1				Sufficient	Good	Good	Good	Excellent.		
Cattaraugus	Macias	69	27	96	1	13		1			Abundant	Good	Fair	Good	Good.		
Chautauque	Dewittville	95	44	139	3	13	2	3		1	Poor	Good	Fair	Good	Good.		
Chemung	Bresport	70	36	106	3	12	5				Good	Good	Good	Good	Good.		
Columbia	Ghent	80	32	112		6					Good	Good	Good	Good	Good.		
Delaware	Delhi	34	17	51		9	2			6	Good	Good	Good	Good	Excellent.		
Erie	Buffalo	205	69	274	9	23				1	Good	Good	Fair	Good	Good.		
Essex	Whitlansburg	30	18	48	6	13	2			11	Good	Good	Good	Good	Good.		
Franklin	Malone	18	20	38				1		6	Ample	Good	Good	Good	Excellent.		
Fulton	Gloversville	23	13	36	1					3	Good	Good	Good	Good	Good.		
Genesee	Bethany	43	13	56	3		3	1		2	Good	Fair	Good	Good	Good.		
Greene	Cairo	75	14	89	2	7	1				Good	Good	Good	Good	Fair.		
Herkimer	Middleville	25	14	39						1	Good	Good	Improved.	Good	Good.		
Lewis	Lowville	25	14	39				2			Good	Fair	Good	Good	Good.		
Livingston	Genesee	36	12	48	3	7				27	Good	Good	Good	Very poor.	Very good.		
Montgomery	Sprakers	32	10	42		2		1			Good	Good	Poor	Fair	Fair.		
Nassau	Oyster Bay	26	6	32		4	4			1	Good	Good	Fair	Good	Good.		
Oneida	Hempstead	225	83	308	8	27	3	1		4	Good	Good	Fair	Good	Good.		
Onondaga	Rome	195	112	307	3	11	9			128	Good	Good	Good	Good	Good.		
Orange	Syracuse	85	54	139	4	14	1	2		33	Good	Good	Fair	Good	Good.		
Oswego	Newburgh	25	18	43		8				4	Fair	Good	Good	Good	Good.		
Otsego	Albion	35	22	57	3	5	1				Good	Good	Good	Good	Admirable.		
Rensselaer	City Almshouse	25	18	43	3	8					Good	Good	Good	Good	Good.		
	County Almshouse	35	22	57		5					Ample	Good	Inadequate	Inadequate	Good.		
	Troy	244					2	6			Good	Good	Good	Good	Good.		

St. Lawrence.	45	35	80	5	5	1	1	1	2	Good.	Good.	Poor.	Good.	Good.
Schenectady.	77	30	107	2	4	2	1	1	97	Good.	Good.	Good.	Good.	Good.
Seneca.	33	7	40	1	2	1	1	1	10	Abundant.	Good.	Inadequate	Inadequate	Good.
Steuben.	52	26	78	1	1	1	1	1	10	Good.	Good.	Good.	Good.	Good.
Suffolk.	80	73	153	5	1	6	6	1	1	Good.	Good.	Good.	Good.	Good.
Sullivan.	35	13	48	2	3	2	1	2	12	Poor.	Good.	Good.	Poor.	Good.
Monticello.	45	20	65	3	24	2	1	2	12	Good.	Good.	Good.	Good.	Good.
Albany.	58	33	91	3	2	2	1	1	274	Good.	Good.	Good.	Fair.	Good.
Lyons.	281	102	383	2	10	39	1	1	2	Good.	Good.	Poor.	Good.	Good.
East View.	21	19	30	2	10	1	1	1	1	Good.	Good.	Fair.	Good.	Good.
Varysburg.	30	8	38	1	10	1	1	1	1	Good.	Fair.	Fair.	Good.	Good.
Penn Yan.	30	8	38	1	10	1	1	1	1	Inadequate	Fair.	Fair.	Inadequate	Good.

* The figures given are for the Newburgh and Town Almshouses.

APPENDIX B.

LIST OF INSTITUTIONS (NOT INCLUDING HOSPITALS) RECEIVING PAYMENT FROM THE CITY OF NEW YORK FOR THE SUPPORT OF DESTITUTE, NEGLECTED OR WAYWARD CHILDREN FROM THE BOROUGH OF MANHATTAN AND THE BRONX, WITH THE CENSUS OF EACH ON OCTOBER 1, 1900, 1901, 1902, 1903, 1904, 1905, 1906, 1907, 1908 and 1909.

CENSUS OCTOBER 1ST	1900	1901	1902	1903	1904	1905	1906	1907	1908	1909
ROMAN CATHOLIC INSTITUTIONS.										
Asylum of the Sisters of St. Dominic, Blauvelt.	406	383	415	483	568	683	728	669	702	693
Asylum of St. Vincent de Paul, New York.	225	226	232	225	210	207	203	212	210	200
Association for Befriending Children and Young Girls.	317	328	198	172	168	170	203	192	182	175
Dominican Convent of Our Lady of the Rosary, New York.	485	500	480	545	685	795	868	901	921	966
Sacred Heart Orphan Asylum, West Park.	80	87	103	122	143	134	176	202	267	267
Missionary Sisters of the Third Order of St. Francis, Peekskill.	1,116	1,101	1,051	1,022	1,089	1,052	1,065	1,114	1,114	1,133
Mission of the Immaculate Virgin for the Protection of Homeless and Destitute Children.	1,374	1,362	1,302	1,310	1,514	1,524	1,560	1,586	1,665	1,673
New York Catholic Protector.	2,508	2,545	2,368	2,478	2,660	2,623	2,604	2,646	2,481	2,437
St. Ann's Home for Children.	398	396	355	466	590	666	710	594	540	527
St. Benedict's Home for Destitute Colored Children, Rye.	144	144	130	129	146	151	140	151	165	163
St. Joseph's Asylum in the City of New York.	832	833	780	799	793	832	790	807	810	764
St. James' Home.	110	115	116	121	121	103	Closed	....	....	....
St. Michael's Home, Green Ridge.	159	175	185	183	193	196	196	190	194	188
St. Ann's Home for Destitute Children, Peekskill.	525	507	417	348	313	298	308	297	384	401
St. Elizabeth's Industrial School.	35	34	42	62	56	44	40	36	Closed	....
Institution of Mercy, New York and Tarrytown.	824	754	625	677	744	771	750	813	898	935
New York Foundling Hospital.	1,955	1,939	1,913	1,951	1,892	1,654	1,572	1,726	2,115	2,171
Miscorcora Hospital, Home for Children, Hartsdale.	48	86	93	97	108	151	145	161	182	171
St. Anne's Hospital for Crippled and Atyptical Children.	....	....	....	....	....	....	....	....	....	101
White Plains.	....	....	....	....	....	....	....	....	....	....
Total in Roman Catholic Institutions.	11,541	11,505	10,805	11,190	11,993	12,051	12,062	12,289	12,821	13,02
Average number in each Catholic Institution.	641	639	600	621	666	669	705	722	801	76

PROTESTANT INSTITUTIONS.

American Female Guardian Society and Home for the Friendless, New York.....	145	143	111	188	187	188	187	194	188	184
Colored Orphan Asylum and Association for the Benefit of Colored Children, New York.....	293	294	312	300	323	330	301	309	311	323
Five Points House of Industry, New York.....	334	351	358	290	257	290	308	298	262	132
New York Juvenile Asylum, New York.....	802	896	865	823	1,045	841	321	346	351	415
New York Infant Asylum, New York*.....	411	344	110	110	156	239	291	587	818	729
Nursery and Child's Hospital, New York.....	400	301	231	307	310	161	166	130	132	134
Children's Fold†.....	154	165	34	.....	.....	.....	.....	.....	.....	.....
German Odd Fellows' Home Association, Unionport.....	65	69	85	92	97	97	101	87	138	114
Hope Farm, Verbank.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	147
Total in Protestant Institutions.....	2,604	2,563	2,106	2,110	2,375	1,646	1,675	1,951	2,200	2,178
Average number in each Protestant Institution.....	325	320	263	301	339	235	239	278	314	272
HEBREW INSTITUTIONS										
Hebrew Orphan Asylum of the City of New York†.....	751	834	916	977	1,029	1,036	1,076	1,232	1,319	1,443
Hebrew Sheltering Guardian Society of New York*.....	908	922	758	649	758	754	787	806	1,054	990
Hebrew Infant Asylum of the City of New York.....	160	151	151	148	153	152	147	149	147	148
Jewish Protectory and Aid Society, Hawthorne.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	182
Total in Hebrew Institutions.....	1,819	1,907	1,825	1,774	1,940	1,942	2,010	2,187	2,520	2,763
Average number in each Hebrew Institution.....	606	635	608	591	647	647	670	729	840	611
Total, all Institutions.....	15,964	15,975	14,736	15,074	16,308	15,639	15,747	16,427	17,541	17,966
Average number in each Institution.....	543	542	498	527	582	558	580	608	674	619

* County Branch closed July 1, 1902, and Boarding-out System adopted later. † Closed November, 1902. ‡ Some children are boarded in families.

**TENTH NEW YORK STATE CONFERENCE OF
CHARITIES AND CORRECTION**

[625]

PREFACE.

The Tenth New York State Conference of Charities and Correction was held in the Senate Chamber, in the Capitol at Albany, November 16-18, 1909, under the presidency of Mr. Mornay Williams, of New York.

The program was unusually broad and the papers and discussions were of a practical and comprehensive character, indicating the growing strength and importance of the conference. Emphasis was placed upon the necessity for effective preventive work, especially as applied to tuberculosis and the procreation of the defective classes, and for a broad policy on the part of the State in the care of its defective, dependent and delinquent classes.

The exhibit was again an important feature of the conference. A special section under the direction of Dr. Henry H. Goddard, of the Department of Research of the New Jersey Training School for Feeble-Minded Children, consisted of a graphic representation of the effect of heredity on feeble-mindedness. Another interesting section presented an exhibit and demonstration of the fingerprint system of identification, under the direction of the Department of Prisons.

The Eleventh Conference will be held in Rochester, November 15-17, 1910, with Hon. George A. Lewis, of Buffalo, President.

[1910]

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ORGANIZATION OF THE TENTH CONFERENCE.

OFFICERS OF THE CONFERENCE.

PRESIDENT,

MORNAY WILLIAMS, New York City.

VICE-PRESIDENTS,

MRS. J. SLOAT FASSETT, Elmira.
CYRUS L. SULZBERGER, New York City.
EDWARD J. HUSSEY, Albany.

SECRETARY,

FRANK KUNZMANN, New York City.

ASSISTANT SECRETARIES,

JOHN HOWARD, JR., Buffalo.
PATRICK MALLON, Brooklyn.
RICHARD W. WALLACE, Albany.

TREASURER,

FRANK TUCKER, 105 E. 22d Street, New York.

EXECUTIVE COMMITTEE.

Chairman, Mornay Williams (President of the Conference), New York.

Hon. William P. Letchworth, Port- age.	Hon. William Mabon, New York.
Hon. Robert W. de Forest, New York.	Daniel B. Murphy, Rochester.
Hon. William R. Stewart, New York.	Hon. Simon W. Rosendale, Albany.
Hon. Thomas M. Mulry, New York.	Hon. Henry Solomon, New York.
Hon. Robert W. Hebbard, New York.	Frederic Almy, Buffalo.
Hon. Nathan Bijur, New York.	Hon. Michael J. Scanlan, New York.
	James Wood, Mt. Kisco.
	Mrs. R. C. Pruyn, Albany.

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COMMITTEE ON REPORTS FROM COUNTIES AND CITIES.

Chairman, Dr. Daniel C. Potter, New York.

Wellington D. Ives, Albany.	Mary L. Witbeck, Troy.
Charles Bernstein, M. D. Rome.	Faith Williams, Oneida.
William C. McKee, New York.	Thomas A. Hughes, M. D., Inter-
Rev. Adolph Guttman, Syracuse.	laken.
Hon. Albert Hessberg, Albany.	C. A. Hamilton, Batavia.
Sadie American, New York.	Gertrude W. Knight, Syracuse.
Ada M. Turner, Owego.	J. T. Newman, Ithaca.
A. J. Trimble, Auburn.	Sidney E. Goldstein, New York.

COMMITTEE ON THE CARE OF CHILDREN.

Chairman, George B. Robinson, New York.

Gertrude Grasse, Brooklyn.	Mrs. C. H. Johnson, Albany.
Rufus Stanley, Elmira.	Samuel D. Levy, New York.
Franklin H. Briggs, Rochester.	Frederick E. Bauer, New York.
Hon. Edward Lauterbach, New York.	Hon. Julius M. Mayer, New York.
Victor F. Ridder, New York.	Rev. Brother Barnabas, New York.
Marcia Chace Powell, Ghent.	William R. George, Freeville.
Nathaniel H. Levi, Brooklyn.	Hon. Simon A. Nash, Buffalo.
Louis P. Giroerer, Brooklyn.	

COMMITTEE ON COÖRDINATING LEGISLATION.

Chairman, Prof. Frank A. Fetter, Ithaca.

Orlando F. Lewis, Ph. D., New York.	Hon. Robert W. Heberd, New York.
Hon. Sheldon T. Viele, Buffalo.	Hon. Homer Folks, New York.
Sol Weil, Rochester.	Hon. George W. McLaughlin, Albany.
Louis Marshall, New York.	Hon. C. V. Collins, Troy.
Hon. Frank E. Wade, Buffalo.	Hon. C. F. Milliken, Canandaigua.
Hon. Simon W. Rosendale, Albany.	Hon. Franklin B. Ware, New York.

COMMITTEE ON EXHIBITS.

Chairman, Mary Vida Clark, New York.

George E. Marx, Canaan.	Ludwig B. Bernstein, Ph. D., New
Rose Sommerfeld, New York.	York.
Hortense V. Bruce, M. D., Hudson.	Rev. Fidelis Speidel, C. S., S. P.
Mary R. Jordan, Bedford.	New York.
Mrs. Charles H. Israels, New York.	Rev. Brother Henry, New York.
Mrs. M. C. Dunphy, New York.	Arthur W. Towne, Albany.
Cyd Bettelheim, New York.	Ruth I. Stone, Binghamton.

COMMITTEE ON THE CARE AND RELIEF OF THE POOR IN THEIR HOMES.

Chairman, Morris Waldman, New York.

Mrs. Helene Ingram, New York.	Miss Cecil B. Weimer, Buffalo.
Solomon Lowenstein, New York.	Alfred Meyer, M. D., New York.
Rev. M. J. Fitzpatrick, New York.	Hon. Benjamin J. Shove, Syracuse.
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George P. Krug, Buffalo.	J. Delmar Underhill, New York.
Hon. Richard C. Baker, New York.	Mrs. James Doubleday, Binghamton.

COMMITTEE ON PUBLIC INSTITUTIONS.

Chairman, Eugene H. Howard, M. D., Rochester.

Mrs. Milo M. Acker, Hornell.	Isaac Adler, Rochester.
Hon. George A. Lewis, Buffalo.	M. F. McDermott, Brooklyn.
Hon. George McLaughlin, Albany.	Alexander M. Hadden, New York.
Mrs. W. W. Armstrong, Rochester.	Charles Cauley, Rochester.
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S. B. Hamburger, New York.	Flora Rose, Ithaca.
Benjamin Stoltz, Syracuse.	Mrs. Katherine Ely, Binghamton.

COMMITTEE ON SOCIAL INSURANCE.

Chairman, Lee K. Frankel, Ph. D., New York.

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Miles M. Dawson, New York.	Louis I. Waldman, Albany.
B. J. Greenhut, New York.	Hon. Hermon A. Metz, New York.
	Prof. James H. Hamilton, New York.
	Hon. Adna F. Weber, Albany.

COMMITTEE ON PUBLIC HEALTH, INCLUDING THE PREVENTION OF TUBERCULOSIS.

Chairman, Hon. Robert W. Heberd, New York.

F. E. Fronczak, M. D., Buffalo.	Prof. W. F. Wilcox, Ithaca.
S. S. Goldwater, M. D., New York.	Hon. John J. Barry, New York.
Chas. W. Crispell, D. D., Kingston.	George W. Goler, M. D., Rochester.
Henry Elsner, M. D., Syracuse.	Hon. Eugene H. Porter, M. D., New York.
S. J. Friendly, Elmira.	Franklin W. Bock, M. D., Rochester.
John G. O'Keeffe, New York.	Mary T. Bissell, M. D., New York.
Harvey Pearson, Albany.	
Leonard E. Opdycke, New York.	

PROGRAM OF THE CONFERENCE.

First Session.

TUESDAY EVENING, NOVEMBER 16, 1909.

- 8:00 P. M. Opening Prayer.
Addresses of Welcome and Response.
President's Address, Mornay Williams.

Second Session.

WEDNESDAY MORNING, NOVEMBER 17, 1909.

Subject: Public Institutions.

- 10:00 A. M. General Business of the Conference.
10:30 A. M. Report of the Committee by the Chairman, Eugene H. Howard,
M. D., Superintendent of the Rochester State Hospital.
10:50 A. M. Paper, "State Provision for the Feeble-Minded," by James
Wood, President of the Board of Managers of the New York
State Reformatory for Women at Bedford.
11:10 A. M. Discussion Opened by Dr. William T. Shanahan, Superintendent
of the Craig Colony for Epileptics, Sonyea.
11:20 A. M. General Discussion. Speakers limited to five minutes each.
11:40 A. M. Paper, "The Relation of Boards of Managers to Institutions
and to the Public," by Mrs. Milo M. Acker, Hornell.
12:00 A. M. Discussion Opened.
12:10 P. M. General Discussion. Speakers limited to five minutes each.
12:30 P. M. Miscellaneous Business of the Conference.

Third Session.

WEDNESDAY AFTERNOON, NOVEMBER 17, 1909.

Subject: The Care and Relief of the Poor in Their Homes.

- 2:30 P. M. General Business of the Conference.
3:00 P. M. Report of the Committee on the Care and Relief of the Poor
in their Homes, by the Chairman, Morris D. Waldman,
Manager of the United Hebrew Charities of the City of New
York.
3:20 P. M. Paper, "Child Desertion, a Felony," by Samuel Sobel, Agent
of the Desertion Bureau of the Educational Alliance.
3:40 P. M. Discussion Opened.
3:50 P. M. General Discussion. Speakers limited to five minutes each.
4:10 P. M. Symposium on "What Steps Are to Be Taken to Guard Chil-
dren Against Tuberculosis?"

- 4:30 P. M. Discussion Opened.
- 4:40 P. M. General Discussion. Speakers limited to five minutes each.
- 5:00 P. M. Miscellaneous Business of the Conference.

Fourth Session.

WEDNESDAY EVENING, NOVEMBER 17, 1909.

Subject: The Care of Children.

- 8:00 P. M. General Business of the Conference.
- 8:30 P. M. Report of the Committee on The Care of Children, by the Chairman, George B. Robinson, President of the New York Catholic Protectory.
- 8:50 P. M. Paper, "Former Failures and Present Success in the Institutional Training of Delinquent Girls," by Mrs. A. Winsor Allen, Member of the Board of Managers of the New York State Training School for Girls, at Hudson.
- 9:10 P. M. Discussion Opened.
- 9:20 P. M. General Discussion. Speakers limited to five minutes each.
- 9:40 P. M. Paper, "Scope and Limitations of the Boarding-Out Method of Taking Care of Dependent and Orphan Children," by Samuel D. Levy, Vice-President of the Hebrew Sheltering Guardian Society, New York City.
- 10:00 P. M. Discussion Opened by Hon. James J. McInerney, Judge of the Court of Special Sessions, Second Division, New York City.
- 10:10 P. M. General Discussion. Speakers limited to five minutes each.
- 10:30 P. M. General Business of the Conference.

Fifth Session.

THURSDAY MORNING, NOVEMBER 18, 1909.

Subject: Social Insurance.

- 10:00 A. M. General Business of the Conference.
- 10:30 A. M. Report of the Committee on Social Insurance, by the Chairman, Lee K. Frankel, Ph. D., Manager of the Industrial Department of the Metropolitan Life Insurance Co.
- 10:50 A. M. Paper, "The Social Significance and Utility of Insurance," by Miles M. Dawson, Consulting Actuary, New York City.
- 11:10 A. M. Discussion Opened by Dr. Oscar S. Rogers, Medical Director, New York Life Insurance Company, New York City.
- 11:20 A. M. General Discussion. Speakers limited to five minutes each.
- 11:40 A. M. Paper, "The Social and Economic Aspect of Fraternal Insurance," by Dr. R. Brodsky, New York City.
- 12:00 M. Discussion Opened by Mr. C. H. Robinson, Secretary-Treasurer of the Associated Fraternities of America.
- 12:10 P. M. General Discussion. Speakers limited to five minutes each.
- 12:30 P. M. Miscellaneous Business of the Conference.

Sixth Session.

THURSDAY AFTERNOON, NOVEMBER 18, 1909.

Subject: Coördinating Legislation.

- 2:30 P. M. General Business of the Conference.
- 3:00 P. M. Report of the Committee on Coördinating Legislation, by the Chairman, Professor Frank A. Fetter, of Cornell University, Ithaca, N. Y.
- 3:20 P. M. Paper, "Some Financial Problems of our State Institutions," by Hon. Homer Folks, Secretary of the State Charities Aid Association.
- 3:40 P. M. Discussion Opened by Franklin B. Kirkbride, Member of the Board of Managers of Letchworth Village.
- 3:50 P. M. General Discussion. Speakers limited to five minutes each.
- 4:10 P. M. Paper, "The Possible Coördination of the Correctional Institutions of the State of New York," by Orlando F. Lewis, Ph. D., of the Charity Organization Society of the City of New York.
- 4:30 P. M. Discussion Opened by Hon. Francis C. Huntington, Member of the State Commission of Prisons.
- 4:40 P. M. General Discussion. Speakers limited to five minutes each.
- 5:00 P. M. Miscellaneous Business of the Conference.

Seventh Session.

THURSDAY EVENING, NOVEMBER 18, 1909.

Subject: Public Health, Including the Prevention of Tuberculosis.

- 8:00 P. M. General Business of the Conference.
 - 8:30 P. M. Report of the Committee on Public Health, Including the Prevention of Tuberculosis, by the Chairman, Hon. Robert W. Hebbard, Commissioner of Public Charities of the City of New York.
 - 8:50 P. M. Paper, "The Public Health as Affected by Congestion of Population," by Benjamin C. Marsh, Secretary of the Committee on the Congestion of Population.
 - 9:10 P. M. Discussion Opened by Bailey B. Burritt, Assistant Secretary of the Committee on Hospitals, of the State Charities Aid Association.
 - 9:20 P. M. General Discussion. Speakers limited to five minutes each.
 - 9:40 P. M. Paper, "The Fight Against Tuberculosis," by Dr. Walter Sands Mills, Visiting Physician at the Tuberculosis Infirmary of Metropolitan Hospital, New York City.
 - 10:00 P. M. Discussion Opened by Dr. Royal S. Copeland, Dean of the Homeopathic Medical College of the City of New York.
 - 10:10 P. M. General Discussion. Speakers limited to five minutes each.
 - 10:30 P. M. Miscellaneous Business of the Conference.
- Adjournment.

MINUTES OF THE MEETINGS
OF THE
TENTH NEW YORK STATE CONFERENCE OF CHAR-
ITIES AND CORRECTION.

Held in the Senate Chamber, Albany, N. Y.,
November 16-18, 1909.

FIRST SESSION.

TUESDAY EVENING, NOVEMBER 16, 1909, 8 P. M.

PRESIDENT WILLIAMS: Ladies and gentlemen: It has fallen to my lot to call this Tenth New York State Conference of Charities and Correction to order. The Right Reverend Thomas M. A. Burke, Bishop of Albany, will lead us in prayer.

BISHOP BURKE: In the name of the Father, and of the Son and of the Holy Ghost, Amen.

We beseech Thee, Almighty God, look down with favor upon your servants who are here assembled in the great cause of humanity.

We beseech Thee to direct the councils of the members of this Association that they may devise the most efficient means for the relief of suffering humanity,—for the orphans and for the widow and for the fatherless, the suffering and the infirm; for those whose eyes shall never gaze upon the beauties of the heavens or upon the flowers of the earth, whose ears are sealed against the voice and the loving tones of a mother or the sweet voices of their fellow human beings; for those who through their own fault, by violation of the laws, have incurred punishment, that their punishment may be alleviated, that they may be raised up, and that they may become useful citizens and members of society,—in a

word, for all and every species of suffering and every species of evils that afflict the human race.

We beseech Thee to grant that they may by sufficient means procure for all sufferings, alleviation, and that evils that afflict society may be mitigated, and we ask this favor in the same prayer that our Divine Father has taught us, and say:

Our Father Who art in Heaven, hallowed be Thy name. Thy Kingdom come. Thy will be done on earth as it is in Heaven. Give us this day our daily bread and forgive us our trespasses as we forgive those who trespass against us. And lead us not into temptation, but deliver us from evil. Amen.

PRESIDENT WILLIAMS: We greatly regret that his Excellency, the Governor of the State, is prevented by engagements in another state from being with us, but we have the privilege of having with us the Honorable Edward R. O'Malley, Attorney-General, who will speak words of welcome on behalf of the state.

ADDRESS OF WELCOME.

EDWARD R. O'MALLEY, Attorney-General of New York: Mr. Chairman, Members of the State Conference of Charities and Correction, ladies and gentlemen: I regard it as a distinguished honor to appear before the Conference of Charities and Correction of the State of New York, and I beg to assure you that it is a supreme pleasure to have an opportunity in the name of the people of this state to welcome you on this occasion to the State Capitol.

The women and men gathered here to-night are engaged in a most philanthropic work. You have met here at your annual conference to compare notes of the work that has been done since your last annual Conference. The value of gatherings of this kind is very great, because no matter in what calling in life we may find ourselves and no matter in what department of human endeavor, there is nothing quite equal to meeting our coworkers face to face, taking them by the hand, exchanging our experiences, telling of the difficulties we met, of the victories won; because in so doing, each and every one will return to his and her field of work better equipped to meet the difficulties of the future.

My friends, I can conceive of no nobler work than that in which you are engaged and to which you are giving your best efforts. To give assistance to the poor, to help in uplifting the unfortunate or to give of charity in any way is one of the noblest callings in this life. Charity has always been one of the greatest virtues, and the work that you are doing gives a concrete illustration of that term, and must necessarily give to each and every one of us a broader meaning.

I think it will go without saying, my friends, that in every department of human activity wonderful progress has been made, and benevolence has not lagged. The same progress has been made in that department that has been made in every other, and I think that to-day we all have a broader comprehension of what our duties to our fellow beings are than in the days that have gone by.

Doing charitable work is but obeying a divine precept. In our country, composed as it is of all classes of people, having different beliefs and different racial tendencies, there is being worked out a wonderful problem. Here men meet and conclude that, after all has been said and done, we are only brothers. And these acts of charity, this noble work that you, ladies and gentlemen, are carrying on is one of the great factors in solving that great proposition.

In a democracy like ours we must have contentment and goodwill existing among the people, and if there is any way in the world of reaching men it is through the heart, and it is the work that you people are carrying on throughout this great commonwealth that is doing so much to bring that about.

The work that you do supplements the great work which the state is doing, and is a wonderful assistance to the state. I learned, my friends, that the state last year, according to our appropriation bill, spent, in round numbers, about \$12,000,000 for charitable purposes,—which includes the insane but not the prisoners of the state. The state, together with its civil divisions, spends about \$40,000,000 for the same purposes, and last year there were private gifts and bequests running up to \$50,000,000. All of which indicates that there is more of charity to-day and more of benevolence than at any time perhaps in the history of the world.

Now, my friends, the people of this state are to be congratulated on having so many women and men who, without any

promise of reward, throw themselves so unselfishly and heroically into this great field of work that is going on; and I know that I speak the universal sentiment of every man, woman and child in the state of New York, when I extend to you the congratulations of this state upon the splendid work you are doing and the splendid progress you have made. I wish you a God speed in the work which is ahead of you in this field.

THE PRESIDENT: We have with us also the mayor of this city, who will add a word of welcome on behalf of the city. I have the pleasure of introducing the Honorable Henry M. Snyder, Mayor of the City of Albany.

ADDRESS OF WELCOME.

HENRY M. SNYDER, Mayor of the City of Albany: Mr. Chairman, Members of the New York State Conference of Charities and Correction: I am glad to be with you to-night. I am also glad to note the presence of so many ladies interested in this grand and noble work of charity. I, with every man, believe in the old adage, that the hand that rocks the cradle rules the world. I also believe that the lessons of patience, charity, love and patriotism learned at the knee of the American mother has made America and Americans great.

Among the duties of mayor are many disagreeable and burdensome tasks, but I am glad to say that there are also many pleasant events in his official life. There are occasions like the present when it is the privilege of the mayor of this city to extend the right hand of fellowship to the stranger within his gates.

It gives me pleasure, ladies and gentlemen, to say to you that you are welcome, thrice welcome, to our city.

I understand that this is the Tenth Annual Conference of New York State Charities and Correction. I am not very familiar with the details of the work, but I believe that I thoroughly understand and appreciate the aims and objects of your association. I am not here to-night to undertake an address. That will be done by abler tongues than mine, but you will pardon just a word from my experience in life.

It would seem to me that in the precincts where the percentage of illiteracy is the greatest, there is the need of charity; and that in the localities where the percentage of ignorance is the greatest, there is the need of correction; and it would seem to me that the

proper method for your association to build upon would be the great corner-stone of the education of the masses, especially of the foreign born and alien who are dropped on our shores in such large numbers.

I am glad to see so many of you so thoroughly interested in this work as to journey from your homes to our city for the purpose of participating in the deliberations of this organization. Therefore, as the mayor of this city, I bid you welcome to this old Dutch town. I trust that your stay in our midst may be both pleasant and profitable, and that your deliberations may be harmonious and productive of much good to the organization that you represent and to the cause of charity and good government.

I thank you, ladies and gentlemen, for this privilege of being present, and I trust that, when your work here is finished you may have a safe and pleasant journey to your homes and loved ones and that you will carry with you pleasant recollections of your visit to the old and historic city of Albany.

THE PRESIDENT: I shall call upon the Honorable William Rhinelander Stewart, president of the State Board of Charities, former president of this Conference, to respond to these addresses of welcome on behalf of the state and the city.

RESPONSE.

WILLIAM RHINELANDER STEWART: Mr. Chairman: We have heard with pleasure the greetings which have been extended to us, and in cordial terms we respond that we are glad to return to Albany. And we are glad, also, that our presiding officer is one who has long and earnestly striven for the success of these state Conferences. It is not easy to realize that nine years have elapsed since the first Conference was called to order in this chamber by our venerated associate and friend, Mr. William Pryor Letchworth, to whom our affectionate greetings will, I hope, presently be conveyed. But our records show that the date was November 20, 1900. Since then, and with ever-increasing numbers, we have assembled twice in New York City, twice again in Albany,—in 1902 and 1907,—and we have also met in Buffalo, Syracuse, Rochester and Elmira. Each of these cities extended to us a hearty welcome, and all of them, we hope, were benefited by our visits. From all of them valuable recruits have been added to our ranks.

But while we cherish pleasant recollections of the Conferences held in the cities named, we rejoice to meet again in this superb and spacious room in the capitol of our state; for here is the cradle of the Conference, and recurring visits only strengthen the affection we feel for our natal place. This is, indeed, a dignified and suitable forum for the discussion of the weighty subjects which engross our attention. As I look about this chamber, sir, I am constrained to admit that we may not include among us so masterful and stalwart an organizer as the leader of the majority of the legislative body whose seats we occupy, and that we may listen in vain for such silver-tongued oratory as often falls from the lips of the leader of the minority. But I venture to claim that the subjects of our debate, the spirit in which we approach them, and the final results achieved, will compare favorably with the most useful legislation ever enacted by the Senate. May I be permitted to express my personal opinion that such a hall as this provides a more suitable meeting place for us than can any church. Churches should, I think, be reserved for religious services. However humane our purposes, debate is freer and our meetings more natural amid secular surroundings than they possibly can be within the walls of any ecclesiastical edifice. And I therefore hope, sir, that we may arrange in future to meet only in suitable public halls.

In conclusion, may I voice the regret we all feel that his other engagements have prevented our hearing some words of counsel and encouragement from the eminent citizen who now graces the chair of state of our commonwealth. Having now been associated with the work of the state charities for nearly a generation, and during that period belonged to the official families of ten of our Governors, I can testify, that in his intelligent understanding of what the state has done and is trying to do for its unfortunates of every class, none of them takes higher rank than Governor Hughes. We may be sure that, present or absent, the results of our deliberations will, whenever needed, receive his sympathy and support.

PRESIDENT'S ADDRESS.

MORNAY WILLIAMS.

MEMBERS OF THE TENTH CONFERENCE OF CHARITIES AND CORRECTION, LADIES AND GENTLEMEN: It is a very high honor to which you have elected me in allowing me to preside in this historic chamber over the sessions of this Conference, and it is a privilege which I very greatly esteem that I am now to spend a

few minutes in addressing you, representing as you do the forces that make for righteousness and well-being in this Empire State, on some of the problems which confront us in this, the opening decade of the twentieth century.

It is a vast field, both of opportunity and of service, which we have. The Conference itself is recruited not merely from the agencies of the state, such as the State Board of Charities, the other state agencies for the government and correction of the wayward members of the community, and the state institutions for the insane and other classes, but also great private societies and societies partially under private management but receiving state aid or discharging in a measure functions of aid for the state, and then the still larger number of organizations, voluntary in their gathering together, which are doing, each according to its measure, their part in the great work of uplift and encouragement throughout this magnificent commonwealth.

You will hardly expect me—coming as I do from the rank and file of charity workers, without special endowment and equipment, holding no official position except in certain voluntary associations—you will hardly expect me, I take it, to attempt a review of all of these varied agencies and their work, or even to attempt a summary of what during the past twelve months, since the Conference last met, has been accomplished by way of legislation and administrative measures for the betterment of those who are afflicted or those who have sinned.

Rather, I shall attempt in the time that I detain you here a survey of some of those tendencies which seem most outstanding in the phenomena of our time in charity work, the tendencies for good or evil that present themselves, and attempt, too, to draw a few lessons for our possible help in the various forms of endeavor which we represent here, leaving the discussion of more specialized themes to the papers and addresses which will follow in the sessions that are to come on the topics of which they severally treat.

In one of his later books, that very clever British essayist, Mr. Gilbert K. Chesterton, after animadverting in his fanciful way on those familiar but much abused words, "pessimism" and "optimism," has pointed out that to the man interested in this world with all the busy life of it, whom he calls the cosmic patriot, both pessimism and optimism are reasons for patriotism. As Mr. Chesterton observes, the words themselves are largely misnomers. The pessimist certainly cannot be what he might

be supposed to be, a man who thinks everything wrong, nor an optimist a man who thinks everything right; because that would be, as he says, like saying that everything is right and nothing left. But, taking the terms in a somewhat narrower if less logical sense, that philosophy which looks at the dark side of the phenomena of life, and that philosophy which dwells more upon the brighter signs of the times, alike furnish to the thoughtful student of all phenomena in life a reason for patriotism. That things are going well with his fellowmen, with the land he loves and the world in which he lives, is a reason for his loving his fellows and his world well; that things are going badly is only a reason for loving it more.

Now, if we, who gather here from year to year to study the sad appeal of want and suffering, are to dwell on those insignia of suffering and of sin which are about us everywhere, we might be disposed to the first mode of thought; we might grow to look only on the dark side. Or if, on the other hand, we consider only the amount of money that is poured forth for the relief of suffering — to which you have heard some allusion before this evening — the way in which the state and the municipality are pouring forth treasure to meet need, the way in which private citizens are giving of that which they hold in possession for the same great end; if we look only at the immense army of men and women who are giving their lives in the service of their fellows; we might be disposed to think that all things were bright.

Neither view would be correct without the other, but both are only a reason for further effort and more intelligent effort.

Taking up then in some such spirit of real love and patriotism the problems that we see about us, as we study into the poverty, the sickness, the dependency, the sin and the suffering in the world of our fellowman, let us note a few of those things which to-day seem to call for special comment.

First, let me draw your attention to the necessity and the worth of considering the historical development of charity. In this age, and especially in certain quarters, it is quite the fashion to talk about the new philanthropy, and to speak as though we and our fellows handling to-day the affairs of charity were on a quite different platform from the ages that preceded us; that we were the discoverers, as it were, of a new territory, lords of a new domain, that all of us might arrogate to ourselves that title which the great English orator, Edmund Burke, bestowed upon the labor of John Howard, "A circumnavigation of charity, a

voyage of discovery." But after all it is not the scholar but the sciolist who is sure that he has to-day wisdom that far exceeds the wisdom of the past. The old saying has its keen edge still, "Ye are of yesterday and know nothing;" and it is the deserved rebuke of those who forget that charity especially must be rooted in the past to be permanent in the present; that philanthropy or the love of our fellows is no new discovery of our day, but that wherever men have been, mercy, that quality which makes man most like to God, has always found lodgment in some hearts; and that if we would intelligently study the phenomena of to-day and the way in which the difficulties and specific problems of our civilization present themselves it must be on the historic background of the past. For, no age, any more than an individual, lives or dies to itself. It finds its roots in that which preceded it, as it shall find its fruition in that which succeeds it.

So the very first demand, as it seems to me, upon those of us who are endeavoring to spell out our way to a solution of these needs of to-day, the problem of poverty, the problem of disease, the problem of old age, the problem of insanity, the problem of defective lives, the problem of the child, the problem of the wayward, the problems of the fallen, and the criminal — those of us, I say, who would find the remedy for these, the present sad problems of to-day, must first find ourselves in humility, must recognize that not to the man who asserts omniscience, but to the man who with the loving and reverent feet runs the errands of mercy shall the solution be given.

I take it, therefore, that such a service as that of the present Commissioner of Charities of New York City, Honorable Robert W. Hebbard, former Secretary of the State Board of Charities, in compiling in a single volume the charities legislation of the state, going back to the earliest days and reviewing it down to the present, is in itself a great service; and that if any one of us expects to be able to meet the different needs of to-day, it will not be by despising what has been done in the past, but by building a more worthy house of life to-day on the foundations that were laid by those who have passed into the great beyond.

I speak of this because, it seems to me, that just here at the outset, we have one of the most natural, because the most human, tendencies of the charity worker; the tendency to believe that life viewed from our particular angle is the whole of life. I believe that one of the wisest words ever said on these problems were the words penned by Mr. Charles Booth, the writer — or the editor,

if you please — of that splendid work, "The Life and Labor of the People in London," a work covering seventeen volumes and recording the researches of a whole army of investigators. The words were used by Mr. Booth in the preface or introduction to that work, where he points out that for the true thinker on these things, it is essential never to forget the numbers in thinking of the percentages, and never to forget the percentages in thinking of the numbers.

The man who deals only with the awful facts of sin and suffering, who looks only at the sad sight of men and women dying from preventable disease, of men and women cramped intellectually, morally, spiritually, physically, by conditions which need not exist, were society to be more just and man more brotherly — the man who looks only at the facts of sin and sorrow — will be so colored in his vision that he forgets the great sum of human happiness and that the submerged tenth is, after all, only a tenth. While the man who talks of it only as a tenth, who deals only with things as phenomena, and looks at his own more happy life as the normal life and as the most natural, and attributes to those less fortunate than himself some moral obliquity, is himself narrowed by his own mode of thinking, and has become that one who is the great offender, in charity as in religion, the hypocrite.

Now following close on the heels of this most natural tendency of our thinking comes quite a different tendency, and one which is in itself one of the happiest and most healthful signs of our charity work, but yet which easily connects itself with those dangers to which I have just alluded. I mean the demand for trained workers, for the emphasis on the educational side of charity. There is no more healthful demand to-day than that. There is no sign of light more significant than this, that we begin to recognize that it is not enough for a man or woman to be stirred with some noble influence of helpfulness to meet the needs of to-day; that it is not enough for me to be sorry for another's suffering, but that if I am to relieve that suffering, and still more, if I am to prevent it in the future, I must have an intelligent knowledge of its causes and some programme, at least, for its ultimate extinction.

Hence, the demand for trained workers in every field of charitable endeavor, a demand which has already called forth such agencies as the school of philanthropy in New York, a similar school at Harvard and a similar school in Chicago. These demands and these supplies are among the most significant and

among the most healthful signs of our day. And yet — because there must always be another side to every picture — just here, there is a danger, the danger that inheres in the cult.

I yield to no man in my respect, my reverence, my recognition of the necessity for religious teaching and religious training, but I cannot blind my eyes to the fact that in those ethnic faiths, which are the records of man's search after God, as well as in those purer faiths which I at least regard as the revelation of the Divine Life, there has been a tendency for those who stand in the light of instructors and teachers of their fellows because of their coming together as a class apart — I had almost said always, but at least with manifest frequency — to build up a cult that obscured that which it sought to teach.

In the noble profession of medicine as in that other and kindred profession to which I have the honor to belong, the most honorable profession of the law, the same tendency is observable. Can there be a higher service than that of the true physician or the true interpreter of law which, to quote the words of the judicious Hooker is "As the voice of God, her seat the bosom of God." And yet, the distrust commonly manifested on the part of the common people to lawyers as a class, is a witness to the fact that not all lawyers seek to know the law, but many seek to practice.

A friend of mine was wont to lay over against each other two definitions of law that illustrate the point which I wish to apply to charity — the definition of law given by Edmund Burke who said, "Law is benevolence by rule," and the definition of law given by another man, once a most distinguished citizen of this great commonwealth, Aaron Burr, who said, "Law is whatever is boldly asserted and plausibly maintained." One is the definition of law as it ought to be in jurisprudence; the other is the definition of the law as it exists too often in the hands of the man who is practicing for the sake of practice.

Now, that which has shown itself in the history of religion, in the history of medicine, in the history of law, which does show itself to-day, I regret to say, in the trades unions in spite of the wonderful work that the trades unions have done on behalf of the working man, the selfishness which looks too exclusively to the members of a cult, is a danger to be feared, and I believe a very real danger to-day, not because of any special difficulty in charitable work, but simply because the moment that charity becomes a profession the temptation to professionalism enters in.

Once more, let me remind you just because this work is so great — I fear I weary you, and yet I feel myself so interested in these great themes that have gathered this company together that it is difficult for me to restrain myself as thought mounts on thought — let me remind you — to take another illustration from the noble profession of the law — that one of the wittiest and wisest of the judges of our country, Mr. Chief Justice Bleckley of Georgia, said of the Courts of Error and Appeal, that they lived by correcting the errors of other courts and ignoring their own. It is quite possible that as we become intensely interested in the theory of charity we lose charity. A man can fix his mind so intently on theory that his practice is warped. That danger is the danger of professionalism.

Beyond that danger, however, is the further danger, which, to some of us, has seemed to be a growing one, of undue consolidation in charity. Most of us know that in this state, and in my own city of New York, there is a certain journal which is conducting an active campaign on behalf of childhood; a little sensational, perhaps, but it has made a place for itself as an advocate of a better housed and better cared for childhood, a most worthy object. That particular journal in its current number, the December number, has set forth the opinions of certain leading citizens in this and other states, on the true principles of giving, and in those opinions some of us think that we find the justification for our fears.

Let me read one or two sentences from these distinguished authors of the theory of true giving.

That very able and very famous citizen, who is sometimes heralded in the public press as the wealthiest man in the world, speaking of his hope for charity, says, "To promote combination in charitable works has been my aim for many years. If a combination to do business is effective in saving waste and in getting better results, why is not combination far more important in philanthropic work. * * * A trust should be established, a benevolent trust." I need scarcely say that in these sentences Mr. John D. Rockefeller has set forth the principle of efficiency which he and his associates have illustrated in the history of the Standard Oil Company.

Mr. Carnegie, his fellow citizen, writing to the same end, says, "The man of wealth should become, after providing moderately for the legitimate wants of those dependent upon him, the mere trustee and agent for his poorer brethren, bringing to their service

his superior wisdom, experience and ability to administer, doing for them better than they would or could do for themselves."

Here Mr. Carnegie lays emphasis, just as his business training would lead him to do, on the needs of knowledge and, as he supposes, the wisdom that follows upon knowledge.

Then a third writer — for I cannot take them all up — the distinguished director of the Sage Foundation, Mr. Glenn, says, "There should invariably be a thorough investigation of every proposed beneficiary."

Thus, in these three articles we have three reasons presented (very current reasons, not merely in the minds of the writers, but in the common speech of men), why consolidation in charity, why the methods of the trust in charity, should be introduced — efficiency, knowledge, the power and ability to investigate.

I acknowledge the argument. I want to meet the charge, and I meet it after the Socratic fashion by asking you — because I cannot ask them — whether a charitable trust in the first place would be efficient. Would a charitable trust be efficient?

Now, I am not going to enter upon that old discussion which has filled up reams of useless paper, as to whether or not a particular business trust has benefited the people or not. This is not the place, I am not the man, to argue whether or not the people owe the low price of petroleum oil to the existence and the methods of the Standard Oil Company or not. This is not the place. But, I do ask, can you treat humanity, suffering humanity, pauper humanity, criminal humanity, as the Standard Oil Company has treated the oil fields and the oil market? Can you construct a pipe line for the anointing oil of charity? And, if you could, would it be effective? Can you corral all the forces that make for good into one consolidated phalanx? And, if you could, would the sores of the world be healed?

My friends, I may be a much mistaken man, and I probably am, but to my poor thinking the efficiency of service is measured by the love of the worker, not by the wealth of the giver.

Unless you can control all loving services you cannot consolidate charitable endeavor. No amount of knitting together ties will make effective the work that ought to be done for those who need help.

But, you say, this does not meet the second point. Is it not true that men of superior intelligence and knowledge, men who have won for themselves great wealth by great industry and great talent are, if they are willing to do it, the best advisers of their fellowmen?

Again I speak with diffidence. I have never won wealth and never expect to. I was born poor, I have lived poor, and I certainly shall die poor, but I beg, for myself, to profess the strange creed of democracy.

I remember that as a boy I was taught these lines, I think from Cowper's Task:

"Knowledge and wisdom, far from being one,
"Have oftentimes no connection.—
"Knowledge is proud that he has learned so much;
"Wisdom is humble that he knows no more."

When I find a man who thinks that he has demonstrated his knowledge and his wisdom, because he has learned how to build up material things for his own advantage, and that that makes his wisdom superior to that of his poorer brethren who have not learned this art, I begin to doubt whether he is not more of an artisan than an artist.

I remember that a Teacher of the nations, whom I at least have learned to respect, who lived some centuries ago, had a strange quaint saying, that it was easier for a camel to pass through the eye of a needle than for a rich man to enter into the Kingdom of Heaven. I am not quite sure but that that quaint saying has more of profound wisdom in it than the suggestion that the superior knowledge of the rich man must be harnessed up to the problems of the poor.

I remember that another man, who has been sometimes called the shepherd of our people and whose name can scarcely be mentioned in any American audience without awakening at least a responsive chord in the hearts of the hearers,—that Abraham Lincoln said once, that God must have loved the poor people and the common people, because he made so many of them. There is a world of homely philosophy in that. How mistaken must the Divine Spirit have been, if He could only have made us all rich that we might all be wise!

I remember, too, that a somewhat celebrated divine in the city of New York, known for his social attainments — now by reason of invalidism no longer active — said in public once, that the reason he was a Democrat was because he so profoundly believed that the ordinary man's view of ordinary questions was wiser, by and large, than the view of the specialized man who had looked at life from a certain angle.

Friends, that is the second great reason why I did not believe, and will die saying I do not believe, in a charitable trust.

But you say, there is one point that has been made — made by a wise and admirable man, and I gladly concede it — namely, that without this extra organization, without this consolidation of forces you are not going to be able to secure investigation. Let me quote him correctly: "There should invariably be a thorough investigation of every proposed beneficiary."

I had rather an ill summer of it. I have been ill with inflammatory rheumatism for nineteen weeks. It has left me quite weak, and I think my mind does not work perhaps as well as it ought to, but, as I read these words a haunting fancy passes through my mind that once I heard — I think it is in "Measure for Measure," written by one William Shakespeare — the words, "All the souls that were, were forfeit once, and He that might the vantage best have took, found out the remedy."

I am not quite sure whether that is consistent with the proposition that investigation should invariably be thorough before giving to any proposed beneficiary. Surely He who might the vantage best have took should have forfeited the souls who were already forfeit. If it must be so that you must find a worthy man, if worth as disclosed by investigation is the test of real aid or prevention, then why, why did He find the remedy?

Does the fire marshal investigate the cause of the fire before he puts it out? If your house is on fire, is it your first effort to find out whether it was an accident or whether somebody set it on fire? Or, is it to put out the fire and then discover its cause?

Now, there is a confusion here between remedial and preventive work. The world's sores must be healed and you are the men and women to do it. The needs of the people must be met and it is up to us — if you will excuse the slang of the street — to find the remedy. We must investigate to the very end to find out how we can prevent the recurrence, but we must not stop remedying things until we have investigated. Consolidation will do much for investigation but it will do little for remedy.

Pardon a little word of experience. Some years ago there came into my office down town a woman whom I had never seen before. She was clad — it was during winter — in a thin, black shawl; with pale, anaemic face and lips, and rather haggard eyes. She was simply a beggar. The story she told was the very common story — the husband out of work, sickly herself; the husband just recovering from pneumonia, the rent unpaid, no food in the house; would I help?

Well, I have not got that sign which is posted in so many offices, "All applicants for relief referred to such and such a society." She got in. I was weak minded and I gave a little temporary relief and then referred the case, not to the New York Charity Organization Society; but to another society in a neighboring city, having taken her name, residence, etc. I got back a prompt and very polite reply saying that they knew of the case and they would investigate whether it was worthy or not. A couple of days later I got another letter equally well written and equally polite, informing me that they had investigated and that the woman's statement was literally correct; that she and her husband were both quite ill, the husband only recently out of the hospital; that they had no work and it seemed to be true that they were very needy; but, that one year before, they had offered the husband work and he had refused it; so they did not think it a proper case for relief.

They say the Mendicity Societies of England originated this ingenious theory, and that they made current that noble sentiment which I, skeptic that I am, have learned to doubt, that indiscriminate charity is the curse of the poor. I find, at least, *other* curses in New York City. I am not aware that all of the slum population are cursed entirely by indiscriminate charity. There are at least other curses, so that we might say, perhaps, that it is a curse of the poor.

They believed in their maxim, however, and so there was introduced in England, or rather in Scotland, a scheme which originated first in Edinburgh; they formed a society for the relief of the undeserving poor. I am not quite sure but that we may come to it yet, but we may be very sure that it will not be a branch of the charity trust.

Now, there is just one thought more that I want to present to you and that is this. Was it Talleyrand who said, that language was invented to conceal thought? It sounds like him. Perhaps efficiency, knowledge and investigation are not the only reasons that present themselves for the formation of a charitable trust,—for the consolidation of charity.

It may possibly be that certain persons find themselves plagued by a multiplicity of appeals, and that it is easier to strain them through a sieve — one sieve — than to receive them in bulk.

It may be — far be it from me to say it is — it may be that it would be advantageous at certain times, when unkind demagogues cavil and rail, in the way that demagogues will, at certain good

persons, if all the lines could be drawn in, and a united front of all the religious and philanthropic people could be presented against the cavers.

That may be,— I do not say it is; but I do not say that the day that sees the perfection of any system for gathering the lines into a few hands,— and those the hands that dominate the country industrially,— will see the death of love. I do say,— and I care not who takes up the gauntlet — I do say, that to heal the sores which you are gathered together to discuss will take the loyal adherence of every humble soul,— will take the active participation of every man and woman gifted with a conscience and a sympathy, and that you will have to work out the problems as intelligently as you can:

All praise and honor to the men and women, many of those whose names I have mentioned, like Mr. Glenn and others, who are investigating to find out the sources of evil; all honor to them, all success! All honor to those who are striving in any way — I might say in every way — to relieve the suffering! But remember that even the best and wisest may be mistaken sometimes, and, trust me, no greater mistake could be made than to discriminate against the immense army of workers.

I have not time to read all that has been said on this subject, but you know as well as I know, as a matter of fact, that there are hundreds of workers in small institutions and small societies all over this state and in all our cities who are laboring as God gives them the opportunity to help their fellow men. They may make mistakes. It may be that now and then a man is pauperized because he receives relief which he had better not have received. I confess all that, but, trust me, that which makes paupers is not indiscriminate charity; it is drawing the class line.

Among the wisest words that I ever heard were the words of the opening sentence of an essay written by a young Kentucky mountaineer, "Sectional lines are best effaced by the feet of those who cross them."

If you want to have a united state; if you want to have these United States worthy of the name; if you want to wipe out poverty; if you want to exalt womanhood; if you want to lift the burden from the shoulders of oppressed childhood; if you want to make streets clean — clean, not only from dirt and defilement, but from the soiling touch that has laid its hand on the two holiest things in human life — woman and child — and made the child of the street and the woman of the street synonyms for sin and

suffering; if you want to heal the sores and relieve the burdens that the world, while it has been growing rich, has laid on those who were struggling for a livelihood, you cannot do it by any such consolidation.

I am only one man; I am a weak man; I do not profess to be a wise man. I have no single remedy to offer that will heal these sores except this — love and patient service, humility and unity, will help to make the commonwealth we love all that we want it to be.

I believe that Chesterton was right,— that to the philanthropist and the cosmic patriot, the sin and the suffering of the city is only a reason for loving it more; that the defilement and the sore and the burden shall be lifted when men shall realize that all are brothers and that in the clasping of hands with the vital touch of love — the love that binds — we find our solution.

SECOND SESSION.

WEDNESDAY MORNING, NOVEMBER 17, 1909.

The Conference convened in the Senate chamber at 10.30 A. M., President Mornay Williams presiding.

THE PRESIDENT: Will the Conference come to order?

The chair appoints the following committees:

ON ORGANIZATION.

Hon. Michael J. Scanlan.....	New York.
Hon. Frank E. Wade.....	Buffalo.
Miss Laura E. Aldridge.....	Rochester.
Dr. D. O. Potter.....	New York.
Dr. William L. Russell.....	Poughkeepsie.
Hon. Robert W. Hebbard.....	New York.
Miss Anna B. Pratt.....	Elmira.

ON TIME AND PLACE.

Hon. James Wood.....	Mount Kisco.
Hon. Dennis McCarthy.....	Syracuse.
Dr. L. B. Bernstein.....	New York.
Hon. Clarence V. Lodge.....	Rochester.
Hon. Percy L. Lang.....	Waverly.

ON RESOLUTIONS.

Hon. George McLaughlin.....	Albany.
Hon. Horace McGuire.....	Rochester.
Mr. Victor F. Ridder.....	New York.

To the Committee on Time and Place should be referred the letter of the Hon. H. H. Edgerton, Mayor of the city of Rochester, inviting the Conference to meet next year in that city, and the accompanying communication from the Rochester Chamber of Commerce, signed by its president and secretary, also urging us to come next year to Rochester. There may be also other communications regarding this matter.

I take pleasure in introducing as the Chairman of the Committee on "Public Institutions," Dr. Eugene H. Howard, superintendent of the Rochester State Hospital.

CHAIRMAN HOWARD: On the program, the first appears to be the report of the Committee, by the Chairman.

REPORT OF THE COMMITTEE ON PUBLIC INSTITUTIONS.

EUGENE H. HOWARD, M. D.

Your Committee on Public Institutions this year reports that from all quarters there is a general note of encouragement, though the need of continued effort and hearty public support is everywhere evident. We have been careful not to duplicate in any important particular the probable programs of other committees. Several very important public institutions are not included in the report.

In the city of New York, owing very largely to the generous spirit shown by the fiscal authorities, it is generally conceded that the needy poor, who are obliged to seek institutional care, are better provided for than ever before. There has been a determined and successful effort to provide better care and better pay for the minor employees, which has also resulted in an improvement in the service. Many new buildings are going up on the properties of the Department of Public Charities, and, on the whole, much progress is being made.

Probably never before has the Department been freer from political interference than at present, and, at the same time, it has had the help and sympathy of the members of all parties in official position in the work of improving the service.

At Sonyea the number of applicants for admission continues to be quite large. There are probably twelve hundred epileptics in New York state awaiting admission to the Colony. Relief can be offered by erecting additional buildings at the Colony and by pushing the work on the new institution in Rockland county — Letchworth Village.

Letchworth Village — the new state colony — was established by an act of the Legislature of 1907, providing for the appointment of a commission to ascertain the number of defectives needing custodial care, and to select a site. The commission reported to the Legislature of 1908, confirming the great need for such

an institution in the southeastern part of the state, from which section more than half the defectives come. The commission recommended the purchase of a tract of land some two thousand acres in extent at Thiells, in Rockland county, which has since been acquired. In its second report made to the Legislature of 1909, the commission presented a carefully prepared plan for the development of the new institution. A bill passed at the last session of the Legislature made the name of the new institution "Letchworth Village," in honor of William Pryor Letchworth, and in recognition of his many and distinguished services to the state and of his efforts in behalf of its defective wards. The act also provided for the appointment of a board of managers and for the organization of the village. On September 11, 1909, the commission and board of managers, which had in the meantime been appointed by the Governor, met at the site. Frank A. Vanderlip, formerly Assistant Secretary of the Treasury, and now president of the National City Bank of New York City, was chosen president of the board of managers, which is required to proceed with the construction of the village as rapidly as possible. A spur track will shortly be built to connect the village with the Erie Railroad, and alterations will be made to some of the buildings on the site, looking toward the admission of a small number of inmates some time next year. In the center of the property will be the village street, on which the Administration building will stand and where much of the life and work of the place will be centered. To the east and across Minnescongo creek will be the men's groups, while the women's groups will be on the slopes of the hills to the west. Groups will be of moderate size. They will be far enough apart to give each a distinctive character. Each building is to be separated from the others in the same group by sufficient space to make it an independent unit, so as to permit of careful classification and segregation of the various types of patients. The inspiration of Mr. Letchworth's name will be in itself a powerful incentive to make the new institution one of the very best in the country, and, with the support of the Governor, the Legislature and large numbers of friends throughout the state, who are interested in its speedy development, its managers and officers take up their responsibilities under the most favorable conditions.

The state charitable institutions are being developed upon a general plan which will ultimately provide suitable institutions in sufficient number to classify all the dependents who should receive state care. The reformatory system for juvenile delinquents has

been added to by the establishment of The New York State Training School for Boys, which will take the place of the House of Refuge on Randall's Island. This institution is intended for juvenile offenders under the age of fifteen, and is planned, not as penal, but educational and reformatory in the highest sense. The influences which will surround the inmates will all make for uplift. It is located on a beautiful site at Yorktown Heights, and looks out upon Lake Mohansic and far over the hills and vales to the Highlands on the western side of the Hudson river. The boys will be placed in a natural environment where opportunities for recreation, as well as work and instruction, will be afforded, as is now the case at Industry.

The policy of the state in regard to the institutions for the feeble-minded is undergoing modification. Originally, the first institution established received both males and females. It was largely custodial in character, although the training of the feeble-minded was one of the principal plans which the superintendent had in mind when he appealed to the Legislature. When the numbers admitted to this institution became so great and the possibilities of giving satisfactory instruction to the feeble-minded were realized, the managers established the second institution of the group, the Newark State Custodial Asylum, as a colony for the care of such of the girls as could not be benefited by instruction and who were in need of custodial care during the child-bearing age. It also established a colony for some of the feeble-minded men on a farm at Fairmount. But, when the Legislature established the Rome State Custodial Asylum, it returned to the original policy and arranged for the maintenance of both sexes in the new institution. The rapid extension of these institutions has shown clearly that it will be to the public advantage to return to the policy of maintaining the feeble-minded women in an institution separated from one devoted to feeble-minded men. The managers of all the institutions are agreed, therefore, that the Newark State Custodial Asylum should be enlarged to a capacity sufficient to receive all the feeble-minded women now maintained in the Rome State Custodial Asylum, and that henceforth the Rome institution should be exclusively devoted to the care of feeble-minded men and boys. They also are agreed that a similar policy should make a division of sexes in the state's educational work for feeble-minded children and that, in connection with the Rome State Custodial Asylum, there should be established a school for the feeble-minded boys who are now sent to the Syracuse State

Institution for Feeble-Minded Children. This, if carried out, will leave the Syracuse institution to be exclusively devoted to the instruction of feeble-minded girls and will result in a perfect sex classification of the other institutions. This is regarded by those familiar with the great work which can be done for the feeble-minded in the state of New York as absolutely essential to satisfactory work. The Committee recommends that appropriations be granted for sufficient buildings at the Newark State Institution to provide for the immediate reception of the women now at Rome. This plan will open the doors of the asylum at Rome to hundreds of feeble-minded men and boys now in various institutions in the state, supported by friends or as county charges.

A closer coördination in the general charitable work of the state, as the system of classification is made more perfect, may now be expected. The law now requires that the State Board of Charities shall determine whether all parts of the state receive equal benefit from state charitable institutions. Heretofore the public necessities have frequently given preference to one section or judicial district.

The Governor has appointed as Fiscal Supervisor Hon. Dennis McCarthy, who for nearly eleven years had been an active, earnest and influential member of the State Board of Charities, fully committed to its policies and program for the betterment of the state institutions and the humane care of the public dependents. Entering into the responsible duties of the office of Fiscal Supervisor, he will take that intelligent and sympathetic interest in the inmates of the institution which cannot but be helpful in all ways. The year 1910 thus will open auspiciously, as far as the state charitable institutions are concerned, with controlling influences working unselfishly to carry out the humane policies which the people have decreed shall obtain. The outlook, then, is far more hopeful than heretofore, as there is a promise that political pressure of all kinds will be withdrawn and the work be carried on upon a higher plane.

The total number of insane patients in the thirteen civil hospitals at the close of the last fiscal year was 29,362. The net increase in the number of insane during the year was 1,014, as against 1,346 during the year immediately preceding. Although it cannot be definitely stated, without a further study of the question, that the decrease in immigration, succeeding the depression of 1907, has been a factor in this decrease in the number of the

insane in institutions, it cannot be denied on the other hand, that the enormous immigration of the past ten years has unduly swelled the numbers of the insane seeking admission to our state hospitals. The roster of all charitable institutions are now being filled with Magyar, South Italian and with Russian and Polish names.

The Legislature at its last session provided funds for the enlargement of the Central Islip, Kings Park and Manhattan state hospitals, the total appropriation for this purpose being \$750,000, the buildings to provide accommodations for 1,400 patients. With the completion of the two groups for the chronic insane at the Central Islip State Hospital, this institution, with its accommodations for 4,600, will be the largest hospital for the insane in the world.

Sketches of the new groups will be found in the State Charities Aid exhibit. They show a marked advance on any buildings heretofore designed for state hospital purposes, and tend to prove that artistic taste may have its place in even strictly utilitarian buildings of this character.

After the failure of the bill providing for the acquisition of a site for a new hospital for the insane in Rockland county, the Commission renewed its efforts to locate an equally satisfactory site within thirty miles of New York City to provide for the impending outflow of the insane of the metropolitan district. After a prolonged search, the Commission finally determined upon a site on Lake Mohansic, Yorktown Heights, in Westchester county, seven miles east of Peekskill. Five hundred and fifty acres of land have been acquired at that point. The State Engineer is preparing a topographical survey, and the State Architect will soon begin his plans for the new institution which, when finished, will have accommodations for 2,500. The site is a most beautiful one, fronting directly on the lake and situated directly opposite the site for the New York State Training School for Boys, which is to receive, as its population, the boys heretofore committed to the Randall's Island House of Refuge, as above stated. The land is undulating and the soil and climatic conditions permit a wide range of crops in rotation. Several cottages acquired with the purchase will be easily made available for the temporary accommodation of officers, employees and patients. The State Commission in Lunacy will ask for an appropriation of \$1,500,000 for the new institution, \$500,000 of which should be made available at once.

It is to be regretted that the special appropriation of \$175,000, granted by the Legislature of 1909, to provide for another institution on Long Island specially designed to accommodate the insane of Kings county and vicinity, was, by reason of an unexpected swelling of the demands of the state government for appropriations, vetoed by the Governor. However, the State Commission in Lunacy still retains jurisdiction over the two hundred acres of land at Creedmoor, which it is authorized by law either to sell or exchange for other property. If sold, the property should, by reason of its proximity to centers of population, bring at least \$500,000, which should be sufficient not only to purchase a site, but to make a considerable beginning on the necessary buildings for a new Long Island institution. Meanwhile the State Commission in Lunacy will expend a considerable sum for the remodeling of the buildings at Flatbush, in order to make them safe and sanitary.

It is our duty to emphasize the need of better care of mental cases pending commitment to the state hospital. This is the period when efficient management is all important, and the local provision for it is altogether inadequate. The more active cases are more frequently the recoverable ones in whom intelligent measures are most urgently needed. Yet these are the very cases that are likely to be confined in jails and lockups in this critical period of their disorder. These places are, indeed, public institutions, and the influence of ancient traditions and methods in regard to the insane lead the public to tolerate the use of them for a much larger number of insane cases than is generally believed. Reports show that in 1908, five hundred and eleven such cases, of whom eighty-seven were women, were received at the state hospitals from jails and lockups in various parts of the state outside of the metropolitan district. In the borough of Manhattan, fifty-five per cent. of the cases received at the psychopathic ward at Bellevue hospital gain access to hospital care through police channels. This is a condition of affairs that should be the concern of every community. The jails and lockups are no places for insane persons. In many of them there are no matrons, and insane women are attended entirely by men or by female prisoners. Some of the cases received from them have been desperately sick, and have died soon after admission to the state hospitals. In fact, the temporary care provided for insane persons in most communities presents conditions not unlike those which led to the agitation which resulted in the passage of the

State Care Act in 1890. The questions relating to these cases are really medical, as much so before they are admitted to the institutions as they are afterwards. The duties relating to them should be attended to by medical officials instead of the poor authorities and the police. With this in view a bill was introduced into the Legislature, near the close of the session last year, which provided for the transfer of these duties to the health officers. It was not reported out of committee and will be again introduced next winter. Better hospital facilities for mental cases should also be provided wherever there is a general hospital. Special provision is needed to care for these cases properly, just as well as for surgical, obstetrical or contagious cases. This is something that the public must understand, and much good can be done in this direction by state hospital managers and others interested in the insane in each community. Nurses and attendants, also, as far as possible, should be substituted for the police in the care and management of the cases pending their transfer to the state hospitals. The supervision of the provision made for criminals in the various municipalities is vested by law in the State Commission of Prisons. Why should not the supervision of the provision made for insane persons be similarly vested in the State Commission in Lunacy. A bill to bring this about was also introduced near the close of the last session of the Legislature. It passed the Assembly, but was not reported out of committee in the Senate. It will be introduced again at the next session.

The Legislature has granted funds to enable the State Commission in Lunacy to engage the services of a statistician who has already set about the preparation of a series of statistical tables and charts showing the results of state hospital care and administration with special reference to the curative and pathological elements. This is a fallow field, from which most excellent results will be furnished for the use of legislators and for students of political economy. The appointee's long experience in similar work in other State departments promises well for the success of this new departure.

At all the state hospitals much advance has been recently made in the study and care of acute cases, from which class the greater proportion of recoveries takes place. At several, new buildings have been provided for this purpose with special structural facilities, and equipped with all accessories necessary for the most advanced work. Summer camps for insane patients have been

established at the Rochester, Binghamton and Buffalo State Hospitals, and glowing results of improvement, increased happiness and recoveries give a cheerful note to the reports of these hospitals.

The segregation of tuberculous cases continues to give very satisfactory results. The use of wood and glass pavilions for patients suffering from tuberculosis, and for acute cases of insanity which are somewhat debilitated, is satisfactory. There is a general demand for an increased number of these inexpensive wood and glass pavilions.

An earnest effort has been made to interest physicians in private practice in psychiatry by the establishment of the practice of inviting those who made out the medical certificate and the family physician to attend the staff meetings at which their patients are presented for consideration.

The condition of the medical service throughout the state hospitals is far from satisfactory. There are vacancies in several hospitals, and the younger men rapidly leave the service for more lucrative positions. To remedy this important defect, increased salaries, better accommodations for family life and the establishment of an equitable retirement fund are recommended.

Inter-hospital meetings of physicians are now regularly held, and we desire to emphasize the advantage of their continuance. The programs of these meetings show that they are of a high order of scientific excellence and well worthy of encouragement. The scientific school, established by the State Commission in Lunacy in connection with the Manhattan State Hospital, with its regular courses of special and medical instruction, is to be credited with the success of these meetings, as well as much else that has been done in this state in recent years to stimulate medical work for the benefit of insane patients.

The desirability of more personal effort on behalf of patients afflicted with a tendency to become progressively demented or mentally enfeebled is receiving marked attention at several hospitals, with a view to reëducation, and the results thus far are more than encouraging. With this effort the use of gymnastic and calisthenic exercises is undertaken on a more systematic basis than before. This is accompanied by orchestral music of a lively and inspiring character. In this connection a new era of indoor industries is dawning, with very gratifying results, and patients who would have heretofore drifted into dementia are seemingly aroused and show an awakening interest.

A very unsatisfactory condition of the attendants' service in all the institutions is found, due to small pay and the impossibility of providing for the future. Adjoining states do better by their attendants, and our institutions situated near the border lose many of their employees in consequence. The service here should be more attractive, with shorter hours, more pay and with an equitable retirement fund. In order to better the condition of the institutions and make the work of the attendants and nurses more agreeable and efficient, your Committee recommends the following:

(1) That the force of employees be increased, so that more time for study may be given to those in training schools for nurses.

(2) That provision be made for separate houses for men and women, and a comfortable separate sleeping room for each unmarried employee.

(3) That provision be made for all the nurses and attendants to take their meals apart from the patients, and in well-furnished and attractive dining rooms.

(4) That sitting rooms or club rooms be arranged so that men and women may meet together socially.

(5) That every effort be made to treat those who care for the insane with the same respect and consideration that is expected from them in their dealing with the patients. To this end the Committee recommends that as much confidence be placed in them and as much freedom be given them in their personal movements as is consistent with good order and discipline.

The new law permitting the reception of voluntary cases in state hospitals has been found to work well and appears to be a long step in advance in the care and treatment of the insane.

After-care associations have been organized for some of the hospitals, and have rendered efficient aid to many cases after leaving the institution. Their establishment is due to the efforts of the State Charities Aid Association, which has proved of inestimable value in so many ways affecting state institutions.

CHAIRMAN HOWARD: I take it that we are now prepared to listen to the first paper of the morning, "State Provision for the Feeble-Minded," by James Wood, president of the Board of Managers of the New York State Reformatory for Women at Bedford.

STATE PROVISION FOR THE FEEBLE-MINDED.

JAMES WOOD.

I shall not attempt to enter upon a discussion of the general subject of the care and treatment of the feeble-minded. The literature upon that subject is already very extended, and I could not hope to add anything of value to its scientific discussion. It is my purpose to present to you some practical considerations concerning the present situation in our state. I approach the subject from the point of view of a manager of the State Reformatory for Women, where we receive among our miscellaneous commitments an unfortunately large number of those who could be properly classed as feeble-minded, and whose condition is such that we cannot hope to materially benefit them by our educational and industrial training. It becomes our duty to endeavor to place them where they can receive the necessary custodial care without unnecessary expense to the state. We have from time to time made application to the state institutions for the care of the feeble-minded, and in nine years we have been able to obtain admission to these institutions for only two of our inmates, and these were obtained through the officials of the county from which they were committed. We have sometimes had as many as five decidedly feeble-minded inmates at a time, and since it has been found practically impossible to have them cared for in state institutions, it becomes a practical question of great importance to us as to what disposition can be made of them.

Insanity, epilepsy, and feeble-mindedness are the three neurotic diseases that require public care. For this the state of New York has made extremely large outlays. The capital invested in institutions for their care is probably greater than the amount expended by any other state in the union, and, so far as I have been able to ascertain, is greater than that expended by any other nation in the world. The cost of maintenance of these institutions is very great, and yet our tax-payers, without serious complaint, approve of the appropriations made for these purposes. It surely indicates a high state of civilization when those who bear the financial burdens of the state are thus willing to sacrifice themselves for the benefit of the needy and suffering. But

manifestly, there must be a limit of these expenditures, and it is the part of true wisdom, carefully to examine the possibilities of attaining the desired end without unnecessary expense to the public. A careful consideration of this subject seems to be eminently fitted for this conference,—for while our primary interest is the improvement of the unfortunate, the whole subject, from every point of view, should be thoroughly examined before we reach definite conclusions.

From such consideration as I have been able to give the subject, it appears to me that the first need is the more thorough grading of our present institutions. The managers of these institutions have from year to year in their reports to the Legislature called attention to this need. They have shown with great clearness that the best results cannot be accomplished with a mixed and heterogeneous collection of inmates, and they have also shown the necessity of the complete separation of the sexes. Where they are placed in the same institution much additional care is required, and necessarily there is loss of space in the separate housing and training of them. If all the boys at Rome and Syracuse were placed in one institution and all the girls in another, the number cared for might be somewhat increased. In the treatment and educational work of the inmates at Newark better results could doubtless be obtained if those capable of mental training and development could be placed entirely by themselves, while those who only require custodial care could be maintained at less cost if completely segregated. The plan for the new Eastern New York State Custodial Asylum to be known as "Letchworth Village," with its extended area and opportunity for a large number of detached buildings, seems to provide for that grading which would be most economical and effective. While this new institution is designed for the care of a great number, its capacity will doubtless soon be reached and the state will then be confronted with the same problem it is endeavoring to meet to-day. If these dependent unfortunates were only those who come from our own native population the situation would not be so difficult, but with the tide of immigration of the lower classes of society constantly pouring into our great seaport, New York is compelled to bear much more than its own proper burden, and if this immigration continues the special difficulty which we are considering will be enhanced.

Dr. Martin W. Barr, of the Pennsylvania Training School for Feeble-minded Children, has said: "*We must have some clear,*

positive standard by which we are to discern and separate the unimprovable from the trainable, lest we deceive the public by false hopes and accept those for whom we can do nothing. Again, the necessity for much individual work—the varied capacity of those to be trained, and the impossibility of bringing all up to one common plane — necessitate the arrangement of grades in which very different means of development may be employed to attain very different ends.” There are, broadly, two classes — the imbecile trainable and the idiot, unimprovable. The imbecile — trainable — are in three grades: low, middle and high, with the moral imbecile in a wretched class by himself. He is sometimes very bright on some lines, but is a most dangerous menace to society, of whom a certain jurist used to say “the kind we hang.”

My purpose in calling attention to the need of better grading of the feeble-minded is to suggest that the capacity of existing institutions would be somewhat increased by such a course and the expense to the state could be diminished;— but my special purpose at this time is to call attention to another practice that has been found satisfactory in some European countries and which I believe could be employed here to great advantage. I refer to the grading of patients before they are sent to any institution. If all these could be intelligently examined before they are sent from their homes and could then be sent to the special institution designed for their class, much benefit would result. But I specially want to suggest that a considerable portion of the number could be more economically and perhaps advantageously cared for without being sent to any institution whatever.

The feeble-minded are of every conceivable grade; from those but slightly below the normal to those who are completely demented. These are found in all classes of society. Of course, where their families have abundant means they can be cared for without public assistance and, as a rule, only such receive state aid as are pecuniarily unable to provide for private treatment. If such as are in the better grades below the normal could be properly cared for in their own homes or in private homes that may be secured for them by such aid as the state may give, it would be better for the individual patient to have such treatment rather than to be placed in a public institution — for however good the public institution may be, it still lacks the peculiar advantages found in proper private families. Of course this must be more than mere “board-

ing out" and each patient must have the benefit of frequent official visitation.

Serious difficulties to this proposition will at once arise in the minds of experienced persons: In the first place a sadly large proportion of those homes are not such as to give the best surroundings and care, but it is very easy to magnify this fact into undue proportions. It will also occur to many that state aid for private support of these unfortunates will open a channel for serious abuse and many applications would be made for public funds, where without this provision no claim would ever be made for public support. These and other difficulties are at once admitted, but it is believed that they can all be met and overcome by proper supervision.

There are classes for whom complete segregation is absolutely necessary, such as the idiotic and the moral imbecile. In addition to these are the feeble-minded women of child-bearing age. It is well known that these require protection that can be found only in the isolation of an institution. They very often have evil tendencies in themselves, but whether they have such or not, they are the easy victims of designing and degraded men. Of those committed to the State Reformatory for Women, many bring with them the sad results of this evil. Such unfortunate women are a menace to any community, because it is peculiarly degrading to take advantage of the weak and helpless. Viewed from another side, such women are a menace to any community because they reproduce their kind with deplorable certainty. Statistics to prove this are abundant. It therefore is at once apparent that all feeble-minded girls from their earliest maturity until they have passed the child-bearing age should be cared for in such isolation as will secure their own protection and the protection of the public. Those whose mental powers are of the lowest grade should be cared for only in custodial institutions. But after we have eliminated all such as require such custodial care, there is a vast number remaining who might be provided for with benefit to themselves, and with relief to the community in private homes.

To accomplish this end a thorough systematic organization on the part of the state would be imperative. We will suppose that the several Judicial Districts be taken as units for this work, and that in each one a properly qualified person be appointed to examine every individual for whom there is an application for state

aid. That official could readily determine whether the patient should be sent to an institution and if so to which one of those available, or whether it is a person suited for private treatment. The same official, or some other, should have the duty of examining the home of the patient, or such homes as may be available for them. The work is very similar to that performed by the parole officer in our reformatories. The parole officer of the State Reformatory for Women visits the homes of all persons to whose care inmates are paroled, and also of all persons who make application for paroled inmates, for domestic service. Practice in this work results in very keen perception and where the officer has sound judgment very few mistakes are made. The amount of compensation to be given in any case must be determined by the individual conditions. Many of the better grades of the feeble-minded are capable of meeting the cost of their support by their service in the household or upon the farm. Others can do this in varying degrees. A skillful adjuster could easily determine these points. In many of the rural districts of our state families would be willing and often glad to have the service of such persons and the value of such service, where necessary, could be supplemented by such weekly payments as may be agreed upon. It may be safe to say that an average of two dollars a week would meet the requirements of most cases, and the result would be a very considerable saving to the state, a great benefit to the individual patient, and a great relief to our institutions from the pressure that is now upon them.

There is another advantage in the system proposed. There are a great many cases where arrangement might be made for the unpaid home care of such as are now unreservedly turned over to the state.

This work can be properly performed only under state supervision and by state agencies. It would not meet the requirements of the situation to turn it over to county officials. The history of our county almshouses and county jails warns us against using county officials for so delicate a work as that we are considering. Some might be qualified for it, while the majority would either be incompetent or would neglect it in various degrees. A state agency would require special qualifications of those engaged in the work, but persons suited for the task can be found and the state can well afford to employ them. The plan we set forth has been employed in some parts of England, with very satisfactory results.

In the sifting and grading of feeble-minded children and in determining whether they should be placed in institutions or in private homes, advantage may be taken of the admirable steps recently made in a number of cities in providing special classes for them in the public schools. In these atypical classes measurements could be made and some laboratory work carried on, similar to the excellent system now practiced at the Training School at Vineland, N. J. These atypical classes might be used for the children placed out with families in their neighborhoods. It is manifestly to the interests of the state to encourage these classes to as great an extent as may be possible.

While our civilization recognizes that those who are strong must bear the infirmities of the weak, there is nothing lost, but very much gained, by making the burden as light as the best results will permit.

CHAIRMAN HOWARD: The discussion of this most interesting subject of the state provision for the feeble-minded will be opened by Dr. William T. Shanahan, Superintendent of the Craig Colony for Epileptics at Sonyea.

WHAT DEGREE OF CONTROL SHOULD THE STATE HAVE OVER ITS DEFECTIVES?

WILLIAM T. SHANAHAN, M. D.

The proper method of entirely controlling the occurrence of degeneracy and defectiveness in the human race is as yet unknown. There are certain measures available, however, and it is to some of these I wish to call again your attention.

The majority of mentally defective, who are oftentimes also physically defective, are, under existing laws, allowed every freedom. They go about in the community, marry and produce, only too frequently, more of their kind, to be burden on the state, county or city. Stop and think for a moment of the vast number of epileptic, imbecile, inebriate and deficient in our state to-day. What is being done in an endeavor to diminish this army of dependents? The confirmed criminal may be, I believe, sentenced for life. The chronic inebriate wanders about at will, as does only too often the imbecile and epileptic, a burden on the family, and, as can be only too easily proven, a menace to society.

The feeble-minded are children and remain such during their

entire lifetime. Why should we thrust upon them the duties of men and women, burdens which they cannot possibly bear?

Scholastic and industrial instruction is being provided in our institutions for such of these unfortunate individuals as are capable of being taught. Those whose mental status precludes their grasping even the simplest things are cared for in the best manner that the means at hand permit. The majority of these members of our community are, however, unfitted to go into the world and cope with its struggles and buffets. The care of the feeble-minded, epileptic and other defectives in the state of New York has advanced steadily since the Syracuse Institution for the Feeble-Minded was opened in the early fifties of the last century.

If epileptics are capable of working, they lose their positions as soon as they have been noticed having seizures, and so they pass on from one situation to another until finally all doors are closed to them. Many seek admission to the Craig Colony for **Epileptics at Sonyea**, and after complying with the requirements, are regularly entered as colonists. For one reason or another, they become discontented, or oftentimes homesick, and leave or are removed by their friends when it is apparent to those in charge that they should remain for an indefinite period or for life. The institution, while advising against their leaving, has no legal right, under existing laws, to force them to remain. The result is that in many cases, after going out, they marry and intermarry, thus multiplying their kind.

The chronic epileptics who remain free from seizures and whose mental powers are sufficiently intact to enable them to pursue a vocation in the outside world are, indeed, few in numbers, when compared with those seen in our institutions.

A very important point to be remembered is that these people are unfit to care for themselves and must necessarily be a burden on their families or on the community at large. Remembering this, why not, as a measure of future economy, although in some ways the proposal may now seem extravagant, place them where the burden can be borne best, that is, upon the state? Provide proper means for permanent care in such a way that these afflicted ones may enjoy the harmless pleasures of this life, receive some education, and, at the same time, earn, when their condition permits, what they can, toward defraying the cost of their support.

The permanent custodial care of the manifestly defective now living would prevent in no small degree the number of defectives in the next generation. Defectives are the result of many causes, some of which are beyond our present knowledge; but where

causes so plainly apparent exist, why not use the humane remedy within our grasp—that of segregation in colonies and villages? Give those in charge of such institutions sufficient power to lawfully detain all individuals who are below the normal mentally, and especially females of this type during the child-bearing age.

Is it not a kindness to the individual in question, as well as a duty to the public, to provide some means for preventing in part, at least, this large and increasing number of dependents? Depriving an individual of his freedom is naturally a delicate matter, and to many seems cruel, but when he or she is a partial or complete burden on the community, and bids fair to bring into the world others of a like kind, or perhaps more enfeebled, is it not time to call a halt?

Such a means of combating this great problem is certainly not one that can be designated revolutionary or heartless. The relatives and friends can visit the unfortunate one, write to him and make him lead as happy a life as he possibly could outside the colony. Industries can be carried on to such an extent as to make many of these individuals at least partly, and in some cases almost entirely self-supporting. Why not make some effort, slight though it may be, toward stemming this great wave of defectiveness which is more and more rampant because of the widespread abuse of alcohol?

There are institutions in our great state which have been organized with the idea in mind of caring for the feeble-minded, imbecile and epileptic in a humane manner. But are the existing laws sufficiently forceful to enable these institutions to carry on the work as it should be done?

The state should exercise greater control over these people after they have entered colonies where their energy can be expended in various industries.

The defective, who, because of his mental condition, is unable to properly appreciate his duty toward his fellow men is permitted by an unseeing public, through a mistaken sympathy, to attempt to assume duties which should be withheld from him.

As is well known to those conversant with the vagrant and homeless, a great number of this class are such as a result of some abnormal mental state which prevents their remaining in a fixed abode or conforming to the usages of the community.

In the case of the criminal who is oftentimes manifestly defective, his condition may be due entirely to congenital causes or to a congenital predisposition to which has been added a faulty environment during the formative part of his existence. After

serving his term in a penal institution he is allowed to leave and go out in the world again to break the laws of society. He, because of his defectiveness, is not fitted to take a place in the community, and should not be allowed the opportunity. On the other hand, the defective whose tendencies are not criminal, is allowed, through mistaken sympathy, to assume duties for which he is not equipped mentally.

When the natural guardian of a defective is unable or neglects to properly care for and direct his life, should not the state have power to step in and say what must be done just as it does in a case of communicable disease? A person suffering from small-pox or scarlet fever is not permitted to go about at will. Then why should the feeble-minded, epileptic, inebriate, etc., be allowed absolute freedom to furnish to the community his or her quota of legitimate, or, too often, illegitimate offspring? Is it true charity on our part to suffer this to occur? Does the state in this, act as a kind and loving protector to its weaker members? Liberty of action is one of the fundamental principles of our great republic, but it presumes that all are capable and competent when allowed such a great boon.

The cutting off of this privilege is, indeed, a serious matter, but it must be done if we are to succeed in decreasing the number of unfit found in every walk of life. It will naturally be difficult to carry out such a plan of permanent custody for those mentioned, but the time to begin is now.

New York state should have laws enacted forbidding the marriage or cohabiting of defectives, and permitting the commitment of all such to institutions adapted to their peculiar needs. Some measures which may seem extreme are required. We are well aware of the almost insurmountable obstacles to be met with and overcome before these measures can be enforced, for not only do the defectives come from the lower and middle walks of life, but the wealthy and more influential are responsible for a great number of them, and too often use their influence and power to thwart those who would have laws to restrict or abolish conditions which tend to increase those unhappy, unfortunate and helpless members of society.

We must still keep harping on the same old arguments advanced years ago, when state care was first advocated for defectives, viz.: humane care, improvement of condition when possible, and prevention of procreation of the unfit.

Hand in hand with these measures should be the effort to control the prevalence of syphilis and alcoholism. If this could be

successfully accomplished a great load would be removed and a vigorous effort ought to be made in this direction; otherwise we cannot hope for a decrease in the number of our defective brethren.

If the people at large would forget their false notions of pride and modesty and listen to reasonable suggestions, they would not only acquiesce, but become enthusiastic in the right direction. Those who are familiar with these problems should at every opportunity endeavor to awaken their neighbors to the importance of this subject of degeneracy and the means of controlling its growth in part at least. They should work steadily onward, discuss freely and explain fully whenever and wherever the opportunity presents itself. Results must follow, even though not in this generation.

Legislation, with the coöperation of the clergyman, physician, and the charity worker in instructing the public about these matters and what they mean, could not help but be effective. We must impress upon the great mass of the people that our only idea is to help them individually and collectively and so secure their coöperation in what at first glance seems such a Herculean task.

Segregation, not for a day or a week, but for a lifetime, is a remedy which can prevent some of the procreation of the unfit by the unfit. Hand in hand with the educational campaigns now being waged against the use of alcohol and the spread of tuberculosis should go the passing of measures which would tend to segregate more securely and permanently the plainly defective, viz., the feeble-minded, the confirmed inebriate, the chronic epileptic. Other states have enacted, and still others are endeavoring to enact, laws permitting asexualization, and some even advocate euthanasia, but let New York at least properly segregate its defectives in such a manner that they cannot come and go at every whim of theirs or of their relatives.

For over twenty-five years the various national and other conferences of charities have agitated the question of custodial care of the feeble-minded. It has been called the prime matter to be considered.

Dr. Kerlin strikes the keynote truly when he queries:

"How many of your criminals, inebriates, and prostitutes are congenital imbeciles? How many of your insane are really feeble-minded or imbecile persons, wayward or neglected in their early training, and at last conveniently housed in hospitals, after having wrought mischief, entered social relations, reproduced their kind, antagonized experts and lawyers, puzzled philanthropists, and in every possible manner retaliated on their progenitors for their

origin and on the community for their misapprehension? How many of our incorrigible boys, lodged in houses of refuge, to be half educated in letters and wholly unreachd in morals, are sent into the community, the moral idiots they were in the beginning, only more powerfully armed for mischief? And pauperism breeding other paupers, what is it but imbecility let free to do its mischief?

"The state, adopting as its policy the protection in institutions of the defective classes, acquires a right of inquest into the causes generating this tremendous burden on the thrifty taxpayer, who must be protected from the rapacious social ills which deplete his own strength.

"The future of this work contemplates far more than the gathering into training schools of a few hundred imperfect children. The outcome of this philanthropic movement will establish the dependence of the defective classes on the long arm of a paternal government. Here and there, scattered over the country, may be villages of the simple, made up of the warped, twisted, and incorrigible, haply contributing to their own and the support of the more lowly. Cities of refuge in truth,—havens in which all shall live contentedly, because no longer misunderstood, nor taxed with exertions beyond their mental or moral capacity. They shall go out no more, and they shall neither marry nor be given in marriage in these havens dedicated to incompetence."

The majority of workers among the feeble-minded and epileptic are as strong advocates as Dr. Kerlin of keeping all such persons under proper supervision during their entire lifetime. This subject, as before stated, is one that has been discussed times almost without number. What has been the result in this great Empire State? What power has been delegated to our institutions for defectives to hold their inmates?

Dr. Spratling, as chairman of this Committee in 1900, stated in his address: "The first thing to carry out the prevention of the increase of the defective and dependent classes is to prohibit the marriage and intermarriage of defective, dependent and diseased people,—people whose progeny, once created, are bound, in the course of human events, to become public charges." This was nine years ago, but what has been done toward taking this first step?

The state forbids marriage before certain ages and within certain degrees of kindred to prevent the bringing into the world of inferior offspring. But when the parties wishing to enter into

wedlock are plainly defective, does the state say, "Thou shalt not?" The feeble-minded, epileptic, inebriate and other defectives, if of the required legal age, are perfectly free to marry and propagate their kind.

Classify your defectives according to mentality, and train them for a permanent colony life,—a place for each and each in his place.

Why does the state care for its dependents in part only and not the whole number? The Legislature, as the body making appropriations, must first thoroughly understand that in the long run, it is an excellent investment for the state to control more thoroughly the defective classes,—but this has been covered very fully at former conferences.

The state, through carefully considered legislation, which in every detail shall safeguard the inalienable rights of the individual, must seek to protect itself by asking the parents and guardians of irresponsible defectives to place these unfortunate individuals in permanent sequestration.

The people of our state realize the necessity of quarantining a community for a few days or weeks because of the occurrence of a communicable disease. This is essential for the protection of the public, but is no more so than would be the quarantining of defectives during the period of their natural life.

I will now conclude by referring to some laws enacted in other states bearing on the matter in hand.

New Jersey has on its statute a law which states: "That any parent or guardian who shall make application to have any person admitted to any of the institutions coming under this act, shall waive all right to remove such inmate, either permanently or for a limited time; except upon request of the Governor or person administering the government of the state, on the recommendation of the person at the head of such institution."

Connecticut has a law forbidding any man or woman, either of whom is epileptic, imbecile or feeble-minded, to marry or live together as husband and wife when the woman is under forty-five years of age. That such a law prevents to some extent the increase of the unfit no one can honestly deny.

In March, 1907, Indiana passed a law authorizing sterilization in those who were inmates of the state institutions of Indiana. In February, 1909, Oregon passed a similar bill.

If all defectives were by any possible means removed from our generation, some would most certainly appear in the next, so that

segregation, asexualization and restriction cannot entirely control the appearance of the insane, feeble-minded, epileptic or other abnormal individuals. It can, however, without doubt, diminish their number.

CHAIRMAN HOWARD: Mr. Wood's paper contained something about the boarding out of these people in homes, which is of very great importance, covering which you must have views. In our neighboring state of Massachusetts they feel they have gotten far enough along in civilization to find homes for defectives, right and proper. In the old countries it is done considerably. Certainly New York state can do it if it is a good thing to do, and if it wants to. It is open now for general discussion.

HON. ROBERT W. HEBBERD: These papers that have been presented this morning are certainly of the deepest interest, particularly to those of us who are called upon to deal with this very important subject, the care of the feeble-minded. For many years there has been in this state an agitation for the better care, for the larger care of this class of public dependents; but unfortunately, while some progress is being made the progress is all too slow.

A former president of this Conference, standing in this very room, showed a few years ago the limitless resources of our state, and showed to our shame, I think, the comparatively small amount that the state was spending particularly for the care of persons afflicted with tuberculosis. It seems a pitiful thing that the Governor of this state should have been forced to admit after the close of the last session of the Legislature that the great state of New York was too poor to go ahead with the important work at Letchworth Village, so that he was obliged to veto a large portion of the appropriation authorized by the Legislature for the improvement of that great tract of land which the state has so wisely and so nobly purchased for the care of the feeble-minded.

I speak with a good deal of feeling upon this subject, because I am obliged to care for at Randall's Island and in other institutions of the department the very people that these state institutions are supposed to care for. If we are fortunate enough to secure the admission of a girl into the Newark Institution or a boy into the Syracuse, or perhaps into the Rome institution, it usually happens that the parents come in a very short time, and want to have the children returned.

It is a singular thing that for years the Legislature of this state seemed to feel that there were no feeble-minded people in New York City, because it established the institutions for their care hundreds of miles away. And it is a fact, that the fathers and the mothers and the relatives of these unfortunate creatures, the feeble-minded, the idiotic and the epileptic, commonly have a deep love for them, and they desire to visit them, but being obliged to send them hundreds of miles from their homes in our part of the state they find it impossible to pay the cost of travel. They come to me begging to have the children brought back to Randall's Island where they can see them. They come reinforced with letters from aldermen, letters from clergymen, letters from everyone that they feel has any influence whatever, and I am obliged carefully to look into each case, with the almost invariable result of refusing to permit the return of children of that kind to the city. It seems to me that the state should devise some method whereby it can go ahead with this work and not halt it as the work at Letchworth Village has been halted.

This state has had some experience in the placing out of the feeble-minded. It is experience that has not worked well. I refer particularly to the case of Schuyler County where feeble-minded people are boarded out with the poor kind of families who are willing to take them. The investigations that have been made have shown very clearly that the placing out in that county was very poorly and very badly done. I am not prepared to say that it might not successfully be done, but I think it is important to care for these feeble-minded children in institutions where they can be trained carefully to be helpful to themselves and helpful to the state that is taking care of them.

We all of us know, I suppose, the experience in Kentucky, where they have no institutions for the feeble-minded, but where every poor family with a feeble-minded child is allowed to draw a certain amount from the state. The result has been that Kentucky is said to have the largest percentage of feeble-mindedness of any state in the union. It seems to me that might very readily be the result of a similar experiment tried in this state. I believe that the important thing to do is to extend our institutions wisely, to take the unfortunate creatures there and to make them just as happy as possible.

With this new Letchworth Village we hope to accomplish great results. We hope to be able to take from the city of New York by boat, perhaps once a fortnight, or once a month, the patients to

that institution, that is, to Haverstraw, which would be the port, so to speak, of the institution at Thiells, and to allow the friends to visit them there without any cost. We hope that when they see their children there, happy and contented and useful, they will go back and tell their poor neighbors who have such children what a pleasant place it is, and that we shall thus be able readily to secure the better segregation of this class of unfortunate creatures.

JULIUS W. KIMBALL: Mr. Chairman, I am overseer of the poor of the city of Amsterdam. My sympathy has been with the papers this morning very largely. I wish to illustrate the position that I am taking this morning, and I think that if you will bear with me just a few minutes you will understand what I mean by the illustration.

Just north of us, among the Adirondack mountains, there is a peak upon which there is a little spring; a little rill runs from it; over on the other side is a smaller mountain with a similar spring, with a similar rill running down into the valley. As it comes along south other brooks and rills and creeks join, until finally down here at Albany we have the mighty Hudson on its way to the sea. A beautiful picture it is all the way from here to the great metropolis.

In my mind I see a moral stream, its source way back somewhere among the hills; I see a gilded palace with beautiful surroundings. I see ruddy-cheeked boys, ruby-lipped girls, innocent and apparently happy. But there in that gilded palace is that which corrupts; but it is so beautiful to look upon, the temptation to enter is irresistible, and into that gilded palace I see these young people wending their way. They never come out as pure as they go in. They too wend their way along down life's journey, and as they go they seem to grow in number. They seem to meet other streams that are more corrupt still, and they grow and grow in vice, until finally way down at the mouth of that stream of vice, you and I, ladies and gentlemen, are standing with outstretched hands trying to rescue the perishing. We snatch an epileptic out here and send him to Sonyea, we snatch a poor bloated man out and send him to some reformatory institution; we snatch a poor, deluded, broken-hearted woman and send her to some home for abandoned women. And so it goes on, year after year. We are trying to save these people with but little success, the great bulk of them being swept out into the great ocean of immorality and vice, and lost forever.

Now, it seems to me that if the effort that we are making to save these people at the mouth of the stream was made to correct and to purify the source, that in the course of a generation we would have accomplished a great deal more than we shall going on in the same way.

You noticed in the first paper that was read this morning,— I do not remember the gentleman's name,— he spoke of insanity and its increase; he spoke of the great number of foreign names that were found in our insane asylums, but he did not say one word about stopping this great tide of immigration that is causing that increase in insanity in this country. There is one thing that might prevent something of the increase of insanity.

The last paper that was read, by Dr. Shanahan, I think, touched upon this considerably, upon the preventive portion, and I was glad to hear him say that some of the states of this union had already taken steps in that direction; I am greatly in favor of prevention rather than cure at the mouth of the stream. I am very anxious to get at the source and to stop this everlasting multiplication of crime and all sorts of diseases, insanity, epilepsy and all those things, and, as I said a moment ago, I believe that if our efforts were put in that direction much better results would be obtained.

I was very sorry to hear Mr. Wood make that remark in his paper — I hinted at it in my introduction — when he alluded to overseers of the poor, that they don't know and they don't care. Now, they may not know, but they *do* care; *they do care*.

One of the speakers said something about putting certain matters in the hands of the board of health, to take it away from the overseers of the poor. Now, ladies and gentlemen, I was a member of the board of health of my city for three years, secretary of the board of health for that time. I have been overseers of the poor a little more than three years. Now, was I any better man when I was in the board of health than I am as overseer of the poor? Has my nature changed in any way? Wouldn't I be just as good a man as overseer of the poor to take charge of a poor person, an insane person or an epileptic as I would be if I were a member of the board of health? I tell you in a republican form of government like ours we have to choose our officials from among the people, and the officers that we choose are just as good as we are. Any city will be governed just exactly as the people want to be governed. If it wants good men for mayors, if it wants good men for overseers of the poor, it will have them.

DR. CHARLES BERNSTEIN: Statistics show that thirty-seven per cent. of the inmates of the Elmira Reformatory are feeble-minded. We find that about ten per cent. of all the population of prisons of New York State are feeble-minded. I think Mr. Wood's suggestion that we ought to find out before these cases are sent along where they should go, and send them to the proper place, is a good one. I would suggest that instead of sending them to the board of health, many of our cities have medical examiners in the schools, and these cases might be referred by the courts to the medical examiners in the schools. They can tell, I believe, better than the boards of health where these cases should go.

Another suggestion of Mr. Wood's, that the brighter girls should be cared for at Newark or some other place, and the lower grade or custodial grades should be cared for elsewhere, is all wrong. The brighter girls love to care for the lower grade; they love to take motherly interest in them and take care of them; therefore I think it is wrong to separate one grade of feeble-minded from another. I do believe in the separation of sexes; I don't believe in the separation of one grade from another. I have had experience and know whereof I speak.

Mr. Wood spoke of the moral imbecile as a creature by himself. I don't know of a feeble-minded patient who is not a moral imbecile. One of the very first evidences of feeble-mindedness is the magpie propensity which leads them to pick up everything they see loose, whether a gold watch or piece of bright wire, and that is an evidence of their moral imbecility. They steal because they don't know any better. The moral imbecile is not a character by himself, differing from other imbeciles, and he is just as well off with the others as he is segregated at Sonyea. Everyone of the feeble-minded is a moral imbecile.

Regarding the placing out of the feeble-minded, we have had some experience in Rome. About a year ago I was at the point of recommending to the board of managers that we adopt some system of placing out the brighter boys, not the girls. To lead up to that we started out a year ago to begin to place out some of our brighter boys, either allowing them to go back to their homes on the farm or allowing them to go anywhere, and I want to cite two or three cases. A boy from Painted Post went home and was home about three months trying to work on a farm. He did very well during the summer time, but fall came along and there was nothing much to do. After hanging around he began to practice self-abuse,

as these boys will, and one Saturday afternoon he stole a little girl and took her off into the woods and they were not found until Sunday. That is one evidence. Another boy was allowed to go with his parent near Lyons last spring. He stayed home about three months. Along about the Fourth of July he and some other boys were playing with a gun. He got hold of that gun and in a fooling way he said "I guess I'll shoot you," and he did shoot a boy and killed him. Another boy lived near Niagara Falls, and his mother, the chief of police and everybody determined to get him back. We finally paroled him to see how he would get along in the country. That boy was there about three weeks and he shoved a boy over the rocks and killed him, and they hustled him back to us as fast as they could. I could cite other cases. I could cite some cases of girls that have gone out and gotten into trouble.

Another important thing is the controlling of marriage. I have distinctly in mind a case where a child was born out of wedlock to a man and woman, and the court stepped in and forced a marriage. As a result of this marriage three more feeble-minded children were born, the first one also being a feeble-minded child. Now, you talk about controlling marriage; why, our courts force marriage when feeble-mindedness is sure to result.

Those are some practical experiences I have come in contact with.

MR. WOOD: I feel like congratulating myself that my paper provoked discussion, which is the one thing most of all to be desired in these conferences. I desire to allude to the matters referred to by Mr. Hebbard in reference to the experience in Schuyler county in this state and the experience in the state of Kentucky. These experiences do not in the slightest degree conflict with the recommendation that I made. I especially and particularly emphasized the fact that there must be a system by which such results would be practically impossible as those that were obtained in Schuyler county, where it was under the control and direction of the county officials, and in the state of Kentucky, which is positively the worst thing that could be devised for the public care of these inmates. My whole paper hinges on the point that the state gives the proper, official and scientific attention to the classification of these inmates and placing out only such as it would be entirely safe to put in such positions. This statement answers Dr. Bernstein in regard to those very striking instances where there was improper placing out.

This matter is so delicate that it needs to be guarded with the greatest care, but my object is to call attention to the fact that the experiences in other places, notably in Massachusetts, show that with a proper supervision and care the state can be greatly relieved, and that was the object of my paper. We cannot get people taken into the institutions. Letchworth Village, about to be opened, is to be filled the moment it is ready. We never take into consideration the great increase of the population in this state. Those who are planning and who have in the past planned for our charitable and correctional institutions have never considered the constant and tremendous increase in our population. We make provision for the population to-day; we never think of the necessity of making provision for the population of to-morrow, and with the increase that is going on, the state of New York cannot, by any reasonable means, care for all those who are depending upon it in public institutions. If we can eliminate a small percentage, even of those who now go to the institutions, by placing them where they will be under the most careful treatment outside of the institutions, it is the duty and it should be the privilege of the state to do it.

There is the whole point of my paper, and the statements of Mr. Hebbard in no way conflict with my position. The statements made by Dr. Bernstein only illustrate the force of the position which I have taken as to proper supervision. And I am thankful that I made the incidental remark, a side remark which is not in my paper, that overseers of the poor of the general townships don't know or don't care. We are all delighted that the city of Amsterdam has a commissioner of charities who is not on the average with the superintendents of the poor, but who, with his poetical imagination and most happy faculty of expression, has, as I also believe, a good heart and clear mind, and his words certainly indicated them.

CHAIRMAN HOWARD: The next on the program is a consideration of "The Relation of Boards of Managers to Institutions and to the Public," by Mrs. Milo M. Acker, of Hornell.

THE RELATION OF BOARDS OF MANAGERS TO INSTITUTIONS AND TO THE PUBLIC.

MRS. MILO M. ACKER.

Wasn't it Edward Everett Hale who said that a *board* was something that was long, and narrow, and never came to

a point? But, his pleasantries aside, no one knew better than he that in boards of managers, as in all allied groups of men and women, it is the personal equation that counts. And the breadth and point of a board depends upon its members having been chosen, not for political or social reasons, but truly to represent the best sentiments and interests of their community.

Our public institutions are many, and their methods of government vary. They are charitable and penal and reformatory; some are for the young, and some for the old; some aim to fit their inmates for normal life, others are purely custodial; so if a person wiser and more experienced than I in social service were asked to discuss the relation of managers to their institution and to the public, he would doubtless be skillful enough to draw a composite picture of the activities of managers which should suggest their varied aims and responsibilities; but, for myself, I am only familiar with the work of managers of our state hospitals. There must, however, be many points in which all good public servants are alike, and although we are told that the necessary qualifications of managers vary, from nothing at all in some cases, to those that are very distinctive in others, I am inclined to believe that every *ideal* manager has certain very definite qualifications.

That he shall expect to reap no possible advantage through the administration of the institution, and that his services shall be unpaid, goes without saying, for thus his activities can bring no legislative wrath down upon his head; but an appointment by the Governor carries with it no immediate patent on public confidence. A high standard should be and is required of every one who would serve the public. They must have clear eyes and an unbiased mind; they must prove that they are competent to advise and criticise before their work can count with the taxpayer and the philanthropist. They must be ready to do much disinterested work; they must be optimistic and sympathetic, loyal to their institutions, and, above all perhaps, must know how institutional affairs impress the average man and woman in the locality they represent.

As to the general duties of boards of managers, I agree with Miss Clark, who has said that "the first question to be decided is whether we are running institutions or trying to accomplish definite results with individuals," and I believe our unanimous answer would be the latter. To be sure we are required to report once a month on the condition in which we find buildings and grounds and health, clothing and bedding and food, occupation

and privileges and restraint, fire protection and needed improvements, but, in becoming familiar with all these departments, I do not believe the ideal manager expects to *manage* in the offensive sense of the term. I think officials should welcome the presence, on the board, of members whose knowledge and experience concerning the management of crops, conveniences in new buildings, and the best way to do the work of the various shops, and who may be familiar with sanitation and diet, members who are therefore competent to coöperate with the superintendent and the steward in securing the best results with the least expenditure of money and labor; and I believe such members are welcome. Our public institutions belong to the people whose right and duty it is to know that they are conducted along the wisest lines; but there is probably nothing about which the people know less than their public institutions! Hence it is necessary that they should have representatives who do. The Legislature therefore gives to managers the fullest authority to visit, inspect, suggest, and report back to the people what it seems best to do, and to have undone, bearing in mind that the safest guide for judgment is the principle that it is easier to prevent than to correct. It is not assumed that managers are always in perfect accord with the officials of their institution. Their view point wisely enough is different. It is not possible for managers to view always with complacency some features of institutional life to which resident officials have become inured, believing them necessary, and it is a good thing that a body of men and women from outside should be watching keenly for the psychological moment, when such features can be mitigated or abolished.

The specific duties of managers are certainly two-fold — to the wards of the public, and to the public itself. As to the former the visits of every member of each board, monthly at least, and often unexpected, permits a constant supervision of the physical condition of the inmates. Ward discipline and the care and treatment given by the nurses can also be carefully observed; and I am glad to testify to the character and ability of most of the nurses and attendants in our state hospitals. They are inspired, I am sure, by the attitude of every superintendent and his staff toward their work. One hears, naturally, constant complaints of ill-treatment, and each one is noted and discussed with the proper officer. Occasionally a complaint is well founded, as will always be true, where human beings are in control, but the moral effect of a fair and friendly inquiry from outside promotes

good feeling and confidence. It is practically true that the period of cruelty and neglect has passed and the period of remedial treatment has come. Quilted dresses, straight suits, camisoles and detention sheets are bound to decrease as the quality of nursing improves; and when one finds only five bedroom doors locked, with a population of 2,300, while all the others can move quietly and freely to and from their beds, if necessary, it is quite evident, is it not, that nurses have taken the place of keepers? The people in my town who have friends in a state hospital are glad to hear this and similar facts. To receive personal confidence, and *many* letters, seems also a very special duty of managers; the latter afford great satisfaction to their writers, and are by no means uninteresting. They vary from opportunities to help inaugurate great moral reforms, to absurd suggestions as to cooking macaroni! Again, a word from a manager whose voice is less often heard will sometimes help to change an idle inmate into an industrious one with all that means of advantage to him; and a skein of red yarn brought in by a manager is twice as inspiring as the same thing bought by the entertainment fund. A man will enjoy picking berries and raking leaves if his friend on the board discusses with him the importance of his work. All this has a good effect. Most people are annoying when they are idle and good when they are happily employed, and the wards of the state are no exception to this rule.

All this personal helpfulness, which it is a pleasure to extend at the time of one's visits, is a very simple matter; but when it is a question of improvements that call for expense, when we feel there should be more paid supervision to permit of more outdoor work, a little larger allowance of tea to permit the old ladies to have a warm drink at noon to offset the tobacco which no finance committee would refuse the old men!—or a wage list revised to attract and hold better service, then it is that the two-fold responsibilities of the boards of managers sometimes overlap. Institutions naturally represent the line of least resistance, although in altruistic matters, that is usually the last line that should be followed, and no one can overestimate the importance of "per capita." Many an improvement meets with no tolerance if it increases per capita—it is superfluous to elaborate that fact to this audience. And so between the sternly watchful taxpayer, whose representative he honestly wishes to be, on the one side, and the officials of our institution, whose value depends on their conviction that their work is the most

important and the most deserving in the state, on the other, the manager often finds himself conscious of a divided allegiance.

But, in my opinion, the best justification for the existence of boards of managers is found in the great possibilities in their relation to the public. Our institutions are for dependents and defectives, and strong as the altruistic spirit has grown of late, under constant cultivation, there is the old instinct to reckon with, which animals and birds do not dissemble, and which forbids them to tolerate a deformed or sickly member among them. This instinct still shows itself in the prejudices of the community, however loudly it may be denied by individuals. Meantime enough organized work has been established for dependents and defectives to have disorganized for a time the old spirit of mutual helpfulness that filled in the gaps with neighborly solicitude; and now we find ourselves needing to reorganize the old spirit of mutual helpfulness and bring it up to date. It is in this work, as helping to carry out the design of our institutions that I think managers find their richest field of usefulness. The work of some will be to arouse their community to measures that are purely preventive — no boy was ever ripened for a reformatory in a day. That of others will be educational, the public must know why and how we should care for the proper objects of our charity. Those of us who are connected with hospitals or prisons of any sort must arouse interest in both prevention and after-care. I must not enter fully into the consideration of after-care; but, just to outline what managers can do and are doing in the work which I know best, there are the general practitioners in our locality to be interested, to renew their interest in psychiatry, which, alarming as it sounds to laymen's ears, is just the science of what to *do*; and to be persuaded to visit our institutions and invite its officials to come and address them. The attitude of the public must be readjusted so that when they see the symptoms of moral and mental illness develop into disorders of conduct and behavior, the offenders can be brought, in time, to the attention of disciples of Judge Lindsay and Adolf Meyer, rather than, later, to the care of the police. Indeed, the practical work possible to prevention and after-care committees, in which managers should find it a privilege to serve, cannot be overestimated. We must be constantly watchful to correct those wrong and bitter impressions of any institution that are brought home by those who, while there, were hardly fair judges, and which, but for us, might be the only impressions brought into our community. We may properly

show interest in the families of the one about to return to normal life; prove to that one that he has a friend, help him secure employment, reassure possible employers, help reestablish social relations with those of his own class, and furnish the encouragement so often greatly needed to prevent the falling into old habits or conditions. We can work always for any legislation needed by our institutions, such, as for example, as will prevent eighteen per cent. of the admissions to our state hospitals in one year from coming to us from jails and lockups, because there was no other place for them, pending commitment, and no medical authority to whose care, though they were ill, and not criminals, they could be given. As Dr. Meyer has said, after-care carries mental illness back into the community, where prophylaxis must do its work, and it is facts alone that will arouse thoughtful people to preventive measures. To this end managers must lose no opportunity to speak, whenever they can get any audience to listen to them. It is a rare subject that can be given you, be it travel, missions, education, playgrounds, or any timely topic in the community, which does not lend itself to a few points on self-control, at least, or a purpose in life, both of which are early preventive remedies which we are all competent to prescribe.

I believe I can safely say that the public likes to be informed. There are few families that have not *some* mental or moral problem more or less closely bound up with their intimate interests. They prefer to believe that this problem is not generally known, but in my community and because of my connection with public service, they are willing that I should know of it, and my experience is yours. They are relieved when I face it, not as extraordinary or humiliating, but as pathetic, and doubtless capable of some degree of solution. They are glad to know the truth about the modern care of the insane; that suitable persons may take their own friends to a hospital without waiting for the hospital attendants; that, once there, their friends will receive the best medical care in the state, and the really kindest supervision; that they will also be taught and helped to occupy and amuse themselves; that there are no more padded cells and straight jackets; and to have tube-feeding explained and shorn of its horrors. It has a good effect on the community to see persons voluntarily entering and leaving state hospitals; it stamps as illness what has too long failed to be recognized as such. Indeed, there cannot be too great publicity about any of our institutions,—and that leads me to wonder if, when Dr. Hale spoke of a board as *long*, he was

thinking of the frequent reappointment of managers! Valuable as experience is, and desirable, therefore, that a portion of the board should have had long service, yet it is the occasional new manager who talks most in his community about his institution, of what it is doing and of what he is learning! When I was a child, I used to wish someone, who knew less about it, and could appreciate better the very simple things I did not know, would write an arithmetic! The hospital with which I am connected is already well known and appreciated in my home town; my successor will enlarge its opportunities for usefulness, equally, in some other part of the district.

And it is a very interesting thing for a fairly conscientious person to be called to any form of civic or social service. Our institutions exist to give care and treatment, but back of them there are causes and conditions and problems of absorbing interest. I notice that in Massachusetts they have taken up seriously the study of the causes of drunkenness that so multiplies the number of our dependents, and that at their recent state conference they devoted two sessions to its consideration. There are books to be read and experiences to be exchanged; for no public servant should be content to learn by blunders what a fellow worker could have told him in ten minutes. It is profitable, too, to visit other similar centers of work to your own. Just a year ago to-day, by a coincidence so interesting to me that I speak of it, I spent the day at the Stone House in Vienna, as they call the hospital for the insane in lower Austria. It is the largest pavilion-system hospital in the world; was built in 1905-7, at a cost of \$6,000,000, and expresses, of course, the most modern methods of psychiatry. It differs, in many minor details and in some important ones, from any hospital with which I am familiar. It was equipped with every possible expedient for the treatment of mental disease, and I noted with interest that every one of its thirty-five dormitory pavilions had its own garden for pleasure and occupation. I also noted the four hearty meals each day and the delicate psychological distinction they made between the helpful influence of pictures and the harmful influence of statues. The statement, in its report, that of 244 admissions in nine months, 128 had been absolutely cured, suggests, perhaps, what must be, with them, a very frequent psychosis,—as does the further statement that patients may be received from foreign lands, and be cured without disagreeable notoriety, while their friends only know they are traveling in Europe.

One might enlarge upon the fact, were it necessary, that in every form of public service whose aim is to uplift, the benefits are reciprocal. And when any state makes its public service so inviting as to cause the best and ablest to rally to it, as is evidenced by this Conference, then it is indeed an honor to serve the state in any capacity. And I think I can speak for all the managers of all our institutions, when I say that we expect that, with the keener insight and wider wisdom that time and experience will bring, far more and greater things will be accomplished than have yet been wrought.

DR. HOWARD: Will there be a general discussion of this subject?

It seems to me that the subject has been so skilfully and so well presented that we can well accept it and adjourn for the forenoon.

PRESIDENT WILLIAMS: Is there any further business? If not, we stand adjourned until this afternoon at 2:30.

THIRD SESSION.

WEDNESDAY AFTERNOON, NOVEMBER 17, 1909.

The Conference convened in the Senate chamber at 2:30 P. M.

THE PRESIDENT: Will the Conference kindly come to order?

Is there any business? If not, I shall introduce the chairman of the Committee on "The Care and Relief of the Poor in their Homes," Mr. Morris E. Waldman, Manager of the United Hebrew Charities of the City of New York.

REPORT OF COMMITTEE ON THE CARE AND RELIEF OF THE POOR IN THEIR HOMES.

MORRIS E. WALDMAN.

Among a number of movements which have been vitalized as directly or indirectly affecting the poor in their homes, passing mention may be made of the International Congress on Tuberculosis, with its accompanying exhibit which aroused tremendous public interest. Another is the National Labor Exchange, which, with a fund of \$100,000, and with the active support of some of the wisest philanthropists in the state, has been established in the city of New York to remedy the social and economic maladjustment called unemployment. The other is the National Conference on Child-Caring, held in Washington, where the note that was struck reverberated throughout the country and evoked a chorus of sympathy for the child. It is in consonance with that awakened interest in the welfare of the child that both the topics of the day have been selected.

It is cause for deep thankfulness that the commercial depression which came upon our country in 1907 has fairly run its course. The shriek of the factory whistle is again heard throughout the land, and the smoke from mill and smelter signals the restoration of the full dinner pail. The relief agencies which were severely taxed during the past two years have now relaxed their tension. Among the dependent, the able-bodied are hardly to be seen. We still have with us the sick, the maimed, the blind, the widowed and the orphaned; indeed, as pestilence often follows war, so have evils succeeded the panic of 1907. The heroic suffering of the masses who crowded together to prevent eviction, and who fasted to avert starvation, must be translated into bodies diseased, spirits discouraged and ambitions undermined.

It is at such times as this that the white plague reaps its greatest harvest. There is little doubt that mortality figures for years to come will reflect the hard times of the past two years. In spite of the great and laudable activity on the part of tuberculosis committees and sanatoria, tuberculosis claims as many victims as ever. The capacity of our sanatoria is inadequate to check its ravages, and their discharged patients usually return to their vocations frequently only to suffer relapses and again become foci of infection. It is for us to consider whether the state shall not be called upon to render additional aid in the struggle. For the state to shield the children against the death-dealing tubercle bacillus is in accord with that spirit of English law which has for centuries supported a special court of equity for their protection, and which so recently created a new court in many states in this country — the juvenile court — to help such children as have fallen under evil influences. That tuberculosis is fast laying its horrible grasp upon masses of innocent children is becoming more apparent every day. An examination by Dr. Theodore B. Sachs in Chicago, of 322 children one or both of whose parents were suffering from tuberculosis, disclosed the fact that 171, or fifty-three per cent. were infected with the disease. Of 150 such children examined by Doctors James Alexander Miller and I. Ogden Woodruff in New York, 76, or fifty-one per cent. were found to be positively tuberculous. The weight of medical authority points to human infection as the means of transmitting the disease. Of 1,000 children examined in Boston by Doctors Floyd and Bowditch, 360 of whom were tuberculous, there seemed to be little doubt that direct transmission from parent to child was the means of infection. Comby says: "Our clinical investigations have shown that tuberculous children are found only in families in which there are tubercular members. Among 1,430 autopsies on children in Paris hospitals, 529, or thirty-seven per cent., were found to have the disease, and among these were young infants, with whom, as is well known, tuberculosis is not so common."

On the other hand, we have the remarkable experience that children of tuberculous parents, who have been placed in orphan asylums and boarded out, do not develop tuberculosis. Cornet says: "A careful investigation of the actual conditions reveals many contradictions to the theory of heredity. I need only refer to the fact that children who are hereditarily tainted are apt to remain healthy when brought up in orphan or foundling asylums, unless their new environment subjects them to fresh dangers. In the orphan

asylum at Nuremberg, with an average capacity of 100 children, many of them with a pronounced tuberculosis taint, Stich saw only a single case of tuberculosis in eight years. Furthermore, he succeeded in tracing only one case among those dismissed from the institution, in spite of the fact that many were already twenty years of age."

According to Schnitzlein, in forty-one per cent. of the children at the orphan asylum at Munich, both parents had died of tuberculosis, and in forty-three per cent. either the father or the mother. In spite of this fact, he observed only two cases of tuberculosis among 620 children. Dr. Ludwig B. Bernstein, Superintendent of the Hebrew Sheltering Guardian Society of the City of New York, states that though in thirty per cent. of the 1,500 children admitted to his institution and through him in boarding homes, during the past six years, where one or both of the parents suffered or died from tuberculosis, only five cases of the disease developed. This testimony is overwhelming. To segregate consumptives, which would indeed be a radical measure, is impossible in the face of the people's jealous defence of personal liberty, or at best, their ignorance and indifference. Though the tendency at the present time is to look askance upon the value of the orphanage, in the face of these remarkable facts has the last word been said on the subject? Does not all this experience point rather to the wisdom of removing the children of the sufferers and placing them under proper care elsewhere, in private homes, if you will, at least the children in those families for whom proper living conditions cannot be secured, or where the necessary precautions are not taken? Educating consumptives in personal hygiene, though highly important, is a slow and tedious process. Is such education not a science in itself? Is there not such a thing as the psychology of the consumptive, the effect of his disease upon his ethical conceptions, upon his social attitude? Have not some of us been shocked at the selfishness of the consumptive, who, placed upon limited rations, has satiated himself while his little ones stood by hungry? Is it convicting one's self of phthisiophobia to say that this phase of the subject deserves the most earnest consideration?

The topic "What Steps Shall be Taken to Guard Children Against Tuberculosis" presents different aspects.

No general scheme of prevention of tuberculosis in children can be radical, thorough and comprehensive unless it be part of a larger scheme of the prevention of tuberculosis in adults. This larger scheme, to be effective, must be fundamental. We charity

tence upon the conviction under this section, nor from arbitrarily fixing the limit of imprisonment or fine if imposed upon conviction here. The law as enacted in 1905 differs from the law of 1903 in several important respects; in the first place the age of the child is raised from fourteen to sixteen years; in the second place the punishment is changed from seven years in state prison to two years, or \$1,000 fine, or both; in the third place the law allows the court to apply the fine to the support of the child for whose abandonment the father has been convicted.

The law specifically provides that the court may suspend sentence after a conviction regardless of whether or not the accused has been previously convicted of another crime.

The sole point to be considered in this short paper, and to which I shall devote my time, is whether or not the law, as enacted on our statute books, serves the purpose for which it was originally intended, *i. e.*, to diminish the number of desertions. I shall throughout the course of this paper refer to child abandonment as desertions. Although that term is not used in the statutes, child abandonment is essentially desertion for the man who abandons his children, deserts his wife as well. Although convictions have been secured under this law, and although such fact has been advertised very extensively in the newspapers of this country, I do not think it has had any material bearing on the decrease of wife desertion.

A careful study of over two years in matters of this kind leads me to say that desertions, although not on the increase, have nevertheless not decreased during the last three or four years. I have been fortunate enough to obtain the views of others interested in this kind of work, who point out to me that any law, no matter how stringent its provisions, would not decrease the number of desertions.

This law is found in section 287a of the Penal Code. The law has been found defective in several respects; in the first place the prosecuting officer looks with disfavor upon the law for the reason that he regards it merely as a subterfuge for extraditing a person from another state, and once brought here, simply the means for securing support for the wife and children. If that were the purpose of its enactment, then I have no doubt that it might be possible at great expense to compel men to support their wives and children, but the fact must nevertheless be remembered that we must regard the law solely as a criminal statute.

Prosecuting officers refuse to look upon the law seriously; they invariably refuse to prosecute under it, and in fact as much energy and time has been spent in prevailing upon them to institute proceedings, as is afterwards had in actually securing a conviction.

For the first two years after the enactment of this law it was the common practice of the judges to suspend sentence in most of these cases. Things went on until it became necessary to secure the coöperation of the judges in the enforcement of this law, and I am pleased to say that from now on the practice in New York City will be to impose a sentence in every case of conviction, rather than a suspension of sentence. It must also be remembered that very seldom if ever is a prosecution had against the father for the abandonment of his children, as long as the father remains a resident of the place where he abandoned his children; in such a case the father is prosecuted under section 288 of the Penal Code making failure to support and provide for the children a misdemeanor. This law, therefore, is used only in cases where the father who abandons his children has left the state. It seems to me that if the county is to go to a large expense in bringing fathers back in order to prosecute them under this law, the same should be done with the object and purpose of giving a prison sentence, so that the law may act as a deterrent in other cases and fulfill the purpose for which it was intended. Since the enactment of this law, and within the past six months, I know of one particular case where a father was extradited from Cleveland, and after a trial was sentenced for a year and a half to two years in state prison. This is the severest punishment that I know of personally under this law.

Men who desert their wives and abandon their children are usually of a low class of intelligence. A man of intelligence and culture does not normally desert his wife and children. The cause is sometimes due to the economic conditions of the family, a husband being compelled from sheer necessity to desert his wife and children. Social conditions are very often the cause of wife desertion. The easy means with which men of low morals can make large sums of money for themselves by engaging in different forms of vice breeds continual wife desertion.

Our social conditions are also far, far from perfect; indeed, most deplorable. The irregulate saloon, the cheap dance hall, vulgar burlesque shows, and the various dives of vice, which breed drunkenness and coarseness, degrading the heart and soul, and blinding the man and woman to the proper view of life and its duties, flourish in our communities, and are at their full splendor

in the heart of our cities — their influence untold, their glare and false beauties drawing their victims from the quiet and regular home life to destruction.

How many boys and girls are grossly neglected and forsaken by their parents when they most need guidance and control, when their characters, their entire future is being shaped, allowed to grow wild, without moral guidance and without education, socially unrecognized? How many girls are deprived of and denied the opportunities of good associates, the knowledge of domestic duties, a true idea of married life?

And how often have men been carried away with infatuation, disregarding all else, and what an important part does the so-called "affinity" play in the tragedies of many families.

The evil is great, and notwithstanding all that has been done it seems to be on the increase, but this is due no doubt to the growth in population.

These men invariably seek the advice of attorneys after they locate in some definite place, and very soon thereafter the wife will receive a communication from the husband requesting her to come on and live with him in some other city. He fails to furnish the funds necessary to bring her, with the children, or the wife, by reason of his past actions, is afraid to trust herself to him again, the result being that the case is not actually prepared for prosecution until months after the husband deserts. In the meantime he has prepared his defense. When the case is investigated, as it is by some charitable organization, before brought to prosecution, the immediate answer is that the wife is at fault. She failed to join her husband when he requested her to do so, and, of course, prosecution is then refused. It is extremely difficult to find cases which are absolutely clear cases of child abandonment under the section of the law. This brings up another and probably the greatest difficulty in enforcing this law. A prosecution and a conviction under the law does not ordinarily secure any support for the wife or children, but, invariably, from my experience, and I have so been advised by prosecuting officers, the women, who are the chief complainants in these cases, either fail to appear against their husbands when they are brought back for trial, or, after conviction is secured, they will plead for clemency, impressing upon the judge their extreme poverty, their need for financial assistance, with the result that only a year ago it was almost the custom in New York County to suspend sentence in these cases. Since that time, however, various organizations in

New York, bent upon putting an end to this great evil, have prevailed upon the judges to sentence a prisoner convicted under this law, with the result that convictions have been secured since then and the prisoners have to be sentenced.

I come to the conclusion, therefore, that as the causes for desertion are as many as the cases themselves, and that in order to understand a case it must be separately studied, and that no hard and fast rule can be laid down to govern one's actions under all circumstances, that the law, which we have under consideration, although extremely beneficial in its terms, is nevertheless unsatisfactory for the reasons:

First. That the law is looked upon with disfavor by the prosecuting officers who have charge of enforcing the same.

Second. That the evidence for securing a conviction is extremely difficult to obtain, in fact, in a great many cases, almost impossible.

Third. That the expense of enforcing the law is tremendous.

Fourth. That the law has been diverted from its original purpose.

I do not know of any great activity on the part of any public officer to attempt to put a stop to child abandonment. I am very frank to say that the great bulk of this work is now being done by private charities, which are devoting their energies toward trying to bring about a better state of affairs.

CHAIRMAN WALDMAN: One of the gentlemen chiefly instrumental in securing the enactment of the law making child abandonment a felony is Hon. Frank E. Wade, of Buffalo, who will discuss Mr. Sobel's paper.

MR. WADE: Mr. Chairman, Ladies and Gentlemen: I would like to call your attention to the fact that the two laws which Mr. Sobel seems to consider together, the law having to do with the abandonment of children under seven years of age, and the law affecting those under the age of sixteen, are two distinct statutes. The first law refers, undoubtedly, to exposure, such as leaving a child on a doorstep with an element of danger or death, possibly, for which the maximum penalty very appropriately is seven years; whereas, the law under discussion is the

abandonment of the child in the home under destitute circumstances, not necessarily involving any element of death or danger.

This discussion, in the first place, will be directed to answering briefly some of the points raised against the Child Abandonment Law in Mr. Sobel's able paper, and in the second place, to the presentation of such statistics, reports and illustrative cases as could be gathered in the brief time at my disposal, showing that Mr. Sobel is in error in many of his conclusions.

He states that the purposes of the Child Abandonment Law for which "it was originally intended was to diminish the number of desertions." Such was certainly one of the purposes. The problem at the time of the enactment of this law was that from one-seventh to one-tenth of all cases of destitution was caused by family desertion. The New York City Conference Committee, which carefully considered the provisions of the bill before it was introduced in the Legislature, included such competent students of social conditions as Dr. Lee K. Frankel, E. Fellows Jenkins, Leonard E. Opdycke, Edmond J. Butler, Charles E. Teale, Herman Stiefel, Mrs. Rosalie L. Whitney, William H. Baldwin and Mrs. V. G. Simkhovitch. I am sure that most of the members of the committee will be surprised to hear that the law was originally limited in purpose to diminishing the number of desertions. My recollection of the discussions was that the purpose of the law was also to reach deserting fathers who had departed from the state and whom it was impossible otherwise to extradite, and after their return to treat each case in accordance with its peculiar circumstances,—by bringing to pass the resumption of the marital relation, the separate support of the wife and children, or the punishment of the deserter by imprisonment. The provision in the law permitting the court to suspend sentence under circumstances that make imprisonment mandatory in other crimes shows the intent of the statute.

The statement of Mr. Sobel that the Child Abandonment Law has not had any material bearing on the decrease of wife desertion I will leave to the judgment of this body after it has heard the reports which I am about to present.

Mr. Sobel makes the general affirmation that "as a criminal statute the law fails entirely," but he furnishes no proof. It is my opinion that as a criminal statute the law has succeeded remarkably considering the objection of district attorneys to expending money for extradition and the antagonism which developed against its enactment and has continued ever since in

most unexpected places. Mr. Sobel also states that "prosecuting officers refuse to look upon the law seriously and invariably refuse to prosecute under it," but he fails to say who such officials are. They are not in Erie county, where the law has been treated seriously and enforced. As I will show later, there have been ninety-one indictments under it in New York county, 163 in Erie county, and extradition proceedings have been instituted in fourteen different counties in the state, and fugitive fathers have been extradited from twenty-five different states of the United States.

Mr. Sobel protests against suspension of sentence in child abandonment cases and claims that "from now on the practice in New York City will be to impose sentence of imprisonment in every case upon conviction." I believe that this is an unfortunate conclusion, and that a grave mistake will be made in New York City if it be followed. Too much leniency must not be allowed in criminal cases, but to lay down a rule that there must be imprisonment upon conviction for any one crime in distinction to all other crimes is contrary to the modern spirit. Each case of abandonment should be treated separately on its merits or demerits, and my opinion is that in every abandonment case where there is a reasonable probability of reform on the part of the deserter, suspension of sentence and probation is the proper treatment.

The statement on the part of Mr. Sobel that where a deserting father writes from another state for his wife and children to come to him and fails to send them the necessary money, the district attorney will refuse to prosecute, is extraordinary. That is not the procedure in Erie county, nor will any court so interpret the law. Of course, if the husband sends to the wife sufficient money for her support and for traveling expenses, with the request that she and the children come to him, it becomes their duty to do so because, according to law, the domicile of the husband and father is the domicile of the family, and no abandonment case under such circumstances should be prosecuted.

Mr. Sobel states "a prosecution and conviction under the law does not ordinarily secure any support for the wife and children," but I intend to show by actual cases that such is not the experience.

The principal objection to the enforcement of the Child Abandonment Law by some public officials will be discovered by reading together the first and third of Mr. Sobel's final conclusions. His first is: "The law is looked upon with disfavor by the prose-

cuting officers who have charge of enforcing the same;" and the third: "The expense of enforcing the law is tremendous." This objection is due to the short-sighted policy of some district attorneys, who will cause the public to sacrifice hundreds of dollars in order to save one dollar by refusing to bring back at the comparatively small cost of extradition, fathers, the support of whose families would otherwise become a grievous and continuing burden on public and private charities. His second conclusion, "that the evidence of securing a conviction is extremely difficult to obtain," is not sustained by the record. Out of ninety cases where the deserters have been apprehended in Erie county only three have failed for lack of evidence, and in New York county out of ninety-one such cases the report shows only three acquittals and thirteen discharged, but the reasons for the discharge are not given. Mr. Sobel's fourth conclusion, "that the law has been diverted from its original purpose," is based upon the erroneous assumption that the original purpose of the law was as limited as he states.

I regret that I did not have sufficient time in preparing for this discussion to communicate with all the district attorneys in the state, and present a full investigation in regard to the enforcement of the Child Abandonment Law. Reports have been obtained from the district attorneys of New York and Erie counties only. While the data is necessarily incomplete, sufficient information has been gathered from the two largest cities in the state where the desertion evil is the most pressing, to prove the successful operation of the law, especially as in this connection it should be borne in mind that, up to the time of its enactment, not a single family deserter who crossed the border line of New York state had ever been brought back by legal process.

In preparing an article for "Charities" in January, 1907, I received from District Attorney Jerome of New York county this letter: "The following is a list of all the indictments which have been found by the Grand Jury of this county under section 287a of the Penal Code, together with a memorandum of their disposition. Many of the defendants were brought back to New York for trial from other states, but as most of them came voluntarily without extradition papers the records of this office do not show where they were arrested. You will observe that in every case, with one exception, upon the defendant's conviction sentence was suspended. This is in most instances due to the fact of the fugitives making provision for the support of the abandoned child. In one case sentence was so suspended, but when it appeared that

the defendant was not carrying out his promise to provide for the child he was again arrested and sentenced to the penitentiary for one year." The list referred to contained an account of the convictions and disposition of fourteen cases of family desertion, and included all prosecutions up to January 1, 1907.

A few days ago the following report was received from the district attorney of New York county on the cases prosecuted since the date of the first statement: "I send you the following table, showing the disposition of cases of child abandonment from January 1, 1907, to November 1, 1909:

	Convictions.	Acquittals.	Discharged.	Dismissed by Grand Jury.	Total.
1907.....	24	1	5	3	33
1908.....	8	2	4	3	17
1909.....	22	..	4	1	27
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
	54	3	13	7	77
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>

During the same period of time thirty-two persons have been extradited, charged with this crime."

Since the law went into effect on the first of September, 1905, there have been ninety-one indictments under it in New York county and sixty-eight convictions. The twenty-three cases not convicted represent those dismissed by the grand jury, acquittals and other forms of discharge, which is probably as small a ratio as in most crimes. It should be noted that the twenty-seven desertion cases prosecuted since January 1, 1909, represent ten months, and would indicate that prosecutions in New York City under the Child Abandonment Law are not decreasing.

The district attorney of Erie county furnished the following report on all cases prosecuted under this law:

Indictments reported and bench warrants issued.....	73
Indictments upon which defendants pleaded guilty and sentence was suspended.....	60
Indictments from which defendants pleaded not guilty and have been let to bail on their own recognizance.....	17
Indictments demurred to and sustained.....	1
Indictments tried and dismissed.....	2
Indictments dismissed on account of death of defendant...	1
Indictments dismissed because of lack of evidence.....	3

Indictments upon which defendants pleaded guilty and sent to the penitentiary for six months.....	2
Indictments upon which defendants pleaded guilty and sent to the penitentiary for nine months.....	1
Indictments upon which defendants pleaded guilty and sent to the penitentiary for one year.....	1
Indictments upon which defendant pleaded guilty and sent to the penitentiary for one year and a fine of \$50.00....	1
Indictments upon which defendant pleaded guilty and was sent to Auburn State Prison for not less than one year and seven months and not more than one year and nine months,"	1

The item "seventy-three indictments reported and bench warrants issued" refers to cases in which the whereabouts of the deserting fathers are unknown. Sentence was suspended in sixty cases upon the fathers making satisfactory provision for the family either by resuming the marital relation or by paying a certain sum weekly to the overseer of the poor, superintendent of the poor or probation officer. In seventeen more cases the same arrangements were made without convicting the accused, but by releasing them under bail bonds and holding the prosecution over them. The cases of the six men who were sentenced to prison were complicated by some form of abuse and brutality to wife and children.

A year ago the district attorney of Erie county informed me that Erie county had paid for expenses of extradition over \$1,600 in desertion cases and he considered it well spent. The city of Buffalo and Erie county have already received a great deal more than the expenditures for extradition in money actually collected from deserters, according to the reports of the overseer of the poor and the superintendent of the poor, where otherwise the public would have been obliged to support these families either through outdoor or indoor relief. The overseer of the poor reports that he has collected from deserters and disbursed to deserted families since this law was enacted, \$3,560.64. The superintendent of the poor, in his separate jurisdiction, reports that he has collected \$3,597.05 from fourteen abandonment cases in which the weekly payments were ordered made to him by the court, after suspension of sentence.

The following tables, compiled from the records in the Gov-

ernor's office, give the number of fugitives who have been extradited since the enactment of the Child Abandonment Law, and the states from which they have been brought back:

TABLE SHOWING NUMBER OF EXTRADITIONS IN NEW YORK STATE FROM OTHER STATES ON THE CHARGE OF ABANDONMENT OR DESEPTION UNDER SECTION 287-A OF THE NEW YORK PENAL CODE, FROM SEPTEMBER 1, 1905, TO NOVEMBER 1, 1909.

	Last 4 months in 1905.	1906.	1907.	1908.	First 10 months in 1909.	Total years and 24 months.
Albany	1	....	....	....	1
Cattaraugus	5	....	....	5
Erie	1	3	6	1	11
Kings	1	....	....	1
Monroe	4	1	1	1	7
Nassau	1	....	....	1
New York	12	15	5	13	45
Niagara	2	2	4
Onondaga	1	....	....	....	....	1
Orange	1	....	....	....	1
Rensselaer	1	1	....	....	2
Saratoga	1	....	1
Washington	2	1	....	3
Westchester	1	1	....	2
Total	1	20	30	17	17	85

TABLE SHOWING STATES FROM WHICH PERSONS INCLUDED IN THE ABOVE STATISTICS WERE EXTRADITED.

Name of State.	Number of persons.
Arizona	1
Arkansas	1
California	4
Connecticut	1
Florida	1
Illinois	12
Iowa	1
Kansas	1
Louisiana	1
Maryland	1
Massachusetts	3
Michigan	2
Minnesota	1
Missouri	4
Nebraska	1
New Jersey	22
Ohio	2
Pennsylvania	16
South Dakota	2
Tennessee	1
Texas	1
Vermont	2
Virginia	1
Washington	1
West Virginia	2
Total	85

The procedure of extradition is formal and requires the preparation of affidavits by the district attorney, which are submitted to the Governor. District attorneys avoid this trouble if possible. When a man is arrested in another state upon the complaint of New York authorities, he is held in jail for extradition. If he consents to return without formal extradition the detective who is sent after him brings him back. He often does so consent as he understands he will be returned anyway, and by so consenting may gain some favor with the district attorney. The records in the Governor's office do not show these cases. Only eleven extraditions are reported from Erie county, while the fugitives returned from other states have been several times that number.

It is especially pleasing to see how general the enforcement of this law has become during the few years since it has been in operation. Notwithstanding the number of fugitives brought back without formal extradition the records show that the district attorneys of fourteen different counties have received the Governor's consent to extradition, and deserters have been brought back from twenty-five states of the United States. You will note that four were from California and several from such distant places as Arizona, Texas and Florida. The publicity given to such extraditions and the return of men from such far-away parts of the country must, upon their conviction, have made a deep impression upon fathers who hold family ties lightly.

A few illustrative cases as prepared by the superintendent of the poor are here set forth:

"Record 2169.—Abandoned one child October 10, 1905; brought back from Los Angeles, Cal.; convicted and placed under suspension of sentence, and has since lived happily with his family.

Record 2523.—Abandoned one child September 14, 1907; brought back from Grand Rapids, Mich., convicted and placed under suspension of sentence 2d of February, 1908, and has cared properly for family ever since that time.

Record 2591.—Abandoned child October 29, 1906; brought back from Los Angeles, Cal., and has since adequately supported family

Record 2593.—Abandoned child January 5, 1908, ran away with a woman not his wife; arrested in Denver, Col.; convicted May 6, 1908; placed under suspension of sentence giving bond

for \$1,000 under order of court to pay department of poor \$20.00 per month; has paid to date \$288.00.

Record 1779.— Abandoned five children November 25, 1905; convicted and placed under suspension of sentence May 15th, 1907, and ordered to pay \$5.00 per week. Has paid to date \$550.00. This man had not provided for family since January, 1903, up to time of his arrest.

Record 2336.— Abandoned four children October 28, 1907; brought back from Auburn, Cal.; convicted February 20, 1908; placed under suspension of sentence and has since adequately supported his family.

Record No. 8.— Abandoned four children September 2, 1906, convicted September 3, 1907, and placed under suspension of sentence; gave \$400.00 cash bond, and ordered to pay \$4.50 weekly. He paid \$266.70 to department, and has been living with wife and supporting family since March, 1909.

Record 4215.— Abandoned four children January, 1906; convicted and placed under suspension of sentence November 7, 1906; under order of the court to pay \$24.00 per month to superintendent of poor. Gave bond for \$1,000; has paid to date \$650.00.

Record 1583.— Abandoned children in spring of 1907; brought back from Eau Claire, Wisconsin; convicted and placed under suspension of sentence upon furnishing a bond of \$500.00 cash; ordered to pay \$3.00 per week; has paid to date \$336.00."

The probation officer in the supreme and county courts, an office created January 1st, 1909, has furnished the following illustrative cases of the successful working out of all the Child Abandonment Law under probation.

"Case No. 1: Defendant brought back from New York City and placed on probation. He went to live with his wife again, and after securing him help from the Charity Organization Society, and helping him to secure employment things ran along quite smoothly. Outside of little minor difficulties there has been no trouble and the case has been a success. Probation period one year. Time elapsed to date, eight months.

Case No. 2: Defendant brought back from Detroit where he was employed and had money in the bank. Was placed on probation and part of the money turned over to his wife. Wife would not live with her husband, and so they lived apart for some time, he paying me \$6.00 a week for her support. Later they got together and lived quite happily, and finally went back to their home in Russia. Probation period, one year. Time elapsed to date, eight months.

Case No. 3: Defendant arrested in Buffalo for failure to pay his wife the alimony set down by the court. Put on probation with the understanding that he pay \$5.00 a week for the support of his family. He has done so while under probation and the case is running along quite smoothly except for minor complaints on both sides. Probation period, six months. Time elapsed to date, five months.

Case No. 4: Defendant arrested in Buffalo. Had previously served a year in the penitentiary for committing rape upon his present wife. Was placed on probation with the understanding that he pay \$3.00 for the maintenance of his children who were in a Buffalo orphan asylum. Wife is working out and is independent of the husband. Some chance of a reconciliation. Probation period, six months. Time elapsed to date, four months. This case had been in police court three times and was placed on probation against the wishes of the superintendent of the poor, but despite everything is doing well.

Case No. 5: Defendant arrested in Buffalo. Was out on his own recognizance, but was failing to support his wife and was brought in and placed on probation. Contributed to me \$4.00 a week for about four months and is now living with his wife and children. Very little trouble with this case to date. Probation period, six months. Time elapsed to date, five months.

Case No. 6: Defendant arrested in New Mexico. Brought back here at great expense and after a deferred sentence was finally placed on probation. Is paying \$8.00 a week for the support of his family. Family feel very bitter toward defendant and desire to see him committed, but to date he has been conducting himself in an exemplary manner. Probation period, one year. Time elapsed to date, two months.

Case No. 7: Defendant brought back from Toronto. Had run away with another man's wife. Placed on probation and went back to live with his wife. Secured him a position and no complaints have been received to date. Case is running along smoothly at the present time but do not feel very confident of the final results. Probation period, one year. Time elapsed to date, two months.

Case No. 8: Defendant arrested in Buffalo. A case of long standing in the police court and the superintendent of the poor. Despite bad record was placed on probation. Secured him employment and he is doing well, and has made one payment toward the support of his family. As soon as he gets the necessary cash he intends to live with his wife and children again, the latter now being in an orphan asylum. This case promises well. Probation period, one year. Time elapsed to date, one month.

Case No. 9: Defendant arrested in Buffalo and placed on probation. According to his wife's statement had run away from her in the seven years of married life thirty-three times. Living apart from his wife and paying \$5.00 a week for the support of the family. Providing he proves himself for a few months the wife is willing to live with him again. Drink seems to be the cause of all the trouble. Probation period, one year. Time elapsed to date, one month.

Case No. 10: Defendant arrested in Cleveland. Was out on a suspended sentence and was not supporting his family. Brought back and placed on probation and is living apart from his wife and paying her \$3.00 a week for her support. If husband behaves himself the couple will soon be living together again. Probation period, one year. Time elapsed, one month.

The underlying feature of all these cases is that probation offers the best and the most reliable solution of abandonment cases."

I quote from the Buffalo News of last week Friday, November 12th, 1909:

"Vigorous measures are being taken by District Attorney Dudley against men who fail to provide for their children and he is receiving the help of the courts in making this crime unpopular in Buffalo. Five defendants were arraigned before Justice Marcus in criminal term of the supreme court this morning for this offense.

John Dolski, who admitted having served a year, in the penitentiary for bigamy and two convictions for disorderly conduct, and who was given a bad reputation by officers who investigated his conduct, was sent to the penitentiary for nine months.

George Griffiths also pleaded guilty to abandonment. It was disclosed that he recently inherited \$500.00 from the estate of his mother. On the suggestion of Justice Marcus he said that he was willing to assign half of this amount to his wife, to be used whenever he is in arrears in the payments to her for the support of their children. He was released with a warning from the court to go to work and keep up the payments.

William B. Hillman, James E. Nash and Joseph Sanford, other defendants who pleaded guilty to abandonment were put under probation for one year."

The overseer of the poor, the superintendent of the poor and the Buffalo Charity Organization Society are the public officials and the organization that take charge of cases of family abandonment in Erie county where there is destitution. I have requested and here submit the judgment of these public officials, and of Mr. Almy, the efficient secretary of the Buffalo Charity Organization Society, on the deterrent result of the enforcement of the Child Abandonment Law in Buffalo and Erie county.

"I can very readily say, that the law has worked very good results in many cases, in fact I know that it was a common matter for some fathers to leave their children a charge upon the public for months at a time; in fact repeat this over and over, with no good result.

Since the law went into effect I have been able to convince many a man that if he would leave his children a charge upon the public that he would be brought back to this city (on warrant), and that the penalty would be a severe one, with the result that I have noticed a great falling off in desertion cases.

Respectfully,

LOUIS J. KENNGOTT,

Overseer of the Poor."

"Relative to the effect the Abandonment Law, now section 480 of the Penal Law, has had upon Erie county I believe the effect has been decidedly deterrent. During the past two years there has been a considerable falling off in the number of applications to

the Department of the Poor of Erie county as the result of abandonment, because of the strict enforcement of this law. The District Attorney of Erie county has coöperated with our department without effort on our part, and we have collected \$3,597.05. This money was paid to the department under the order of the court after suspension of sentence.

Yours very truly,

GEORGE G. PRINCE,

Dep. Supt. of the Poor."

"As you know, in 1905, when the Desertion Law was passed, one-seventh or more of all the families that came to us for aid were deserted wives. In 1907-8 this proportion had fallen to less than one-tenth, or 296 families out of a total of 3,265. Our figures for the year Ending October 1, 1909, show only 26 desertions out of a total of 3,097 families. This seems to me very gratifying, especially when we remember that we have had two years of hard times when desertions would naturally have been more frequent. That they have, on the contrary, decreased shows that the law making desertion a felony instead of mere disorderly conduct is having the desired effect.

Yours truly,

FREDERIC ALMY."

The statistics of Buffalo and Erie county show a substantial decrease in the number of family desertions since this law went into effect, notwithstanding the industrial depression of the past few years and the large increase in population. There is, however, no way of accurately measuring the deterrent effects of such a law. The newspapers, by giving wide circulation to cases of extradition and imprisonment, undoubtedly help a good deal to restrict family desertion. If there be anything in the deterrent effect of the enforcement of criminal law and punishment for crime this offense must surely receive its share of such influence.

In concluding the discussion I cannot refrain from stating that the Child Abandonment Law has so proved its usefulness that it is about time to amend it and include the desertion of the wife within its penalties. No fair effort has ever been made to pass such legislation in New York state. Connecticut, Indiana, Wisconsin, Michigan, Nebraska, Utah, North Dakota and Iowa have laws making desertion of wife and children a felony. While there will be strong opposition to bringing the wife within the advan-

tages of the law in New York state there is a possibility of its passing the Legislature. Personally, I have always contended that both in principle and policy the inclusion of the desertion of the wife in destitution in this law was most desirable, and the bill did make the desertion of the destitute wife a felony when it came from the Buffalo committee.

The good citizens of the state should respond to efforts toward securing reasonable legislation for the preservation of the family unit, because on it rest our social institutions. Desertion strikes at the unit family and tends to destroy it. The destitute, abandoned wife, even when she is without children, is a pitiable object. She has been taken from her former home, oftentimes one of dependence, and given a new setting or relationship in the social order, and to have it wantonly destroyed leaves her helpless and adrift. It would be interesting to have the statistics of the percentage of prostitution among this class of women, as the result of helplessness and supposed disgrace. Looking at the deserted wife from every view point, moral, economic and social, her protection is an obligation on the state and her relief and the public welfare can best be secured by an amendment to the Child Abandonment Law making her desertion in destitute circumstances a felony.

CHAIRMAN WALDMAN: The subject is open for general discussion.

DR. EDWARD T. DEVINE: I think that from the larger point of view of a conference of charities, there is a reconciliation between the views presented in these two papers, and that we are under very great obligations to both of the writers.

It is quite natural that anyone who has had to do with the prosecution of a particular class of cases and the enforcement of a particular feature of the law, should be greatly impressed by the difficulties of getting that law enforced. Mr. Sobel, as I understand it, has spoken from the experience in the prosecution in thirty-five of these cases. I have not a particle of doubt that the impression that has been made upon his mind is just the impression that would be made upon the mind of any one of us placed in a similar position, expecting to secure results and disappointed because of what are apparently unnecessary obstacles placed in the way, difficulties in part arising in the law itself.

I know that those who are responsible for the prosecution of child labor cases, those who are responsible for the prosecution of

mendicancy cases, those who are responsible for the prosecution of any particular class of cases are very apt to feel that there is a lack of sympathetic coöperation, which they have a right to expect from judges and prosecuting officials, and those difficulties, perhaps, may take a disproportionately large place in the minds of the people who are thus trying to get a particular, definite thing done. Now, it is very encouraging, I think, when one is overwhelmed by these difficulties to get the larger view which a more complete statistical statement may give us. This difference is not a difference between Buffalo and New York City, or between Erie county and New York county. The figures Mr. Wade has given relate in part to Erie County and in part to New York, where at least a large part of Mr. Sobel's work is done. I was struck by the difference in the table Mr. Wade has presented for the different counties making up the municipality of New York. There were, as I remember, some ninety-one cases in New York county in which prosecutions have been brought, and a very large proportion of those were successful. There was only a single case, as I remember, in Kings county, in the city of New York, and one or two counties in New York City, do not appear in that list at all.

So it is not a question, Mr. Chairman, of the personality of any particular prosecuting official, it is a question largely of what our judgment is upon a given statement of the facts; as to whether, on the whole, we ought to be encouraged or discouraged by what has happened in the state as a whole.

Now, my own feeling is this: If we have not by this law actually diminished the number of desertions, as I believe we have, we nevertheless, perhaps, ought to be reasonably satisfied with the legislation because of the fact that probably the number would have been very considerably increased if it had not been for its deterring influence.

I think it is perfectly fair to compare what is happening in regard to desertions under this law with what is happening in regard to divorces, for example. I suppose there is no doubt, from the figures presented to us by the United States Census Bureau, that the number of divorces increase decade by decade, and year after year. If we have done no more than have the number of desertions stand still, so it has not actually increased, during five or six years, it would appear that this legislation is deterrent to that extent, and it occurs to me that that in itself may be a reason for satisfaction rather than discouragement.

The difficulties Mr. Sobel has encountered can be removed in part by the active participation and coöperation of a larger number of people in the attempt to secure the carrying out in good faith of this law. I would not like to see the law changed in such a way as to make it impossible for a judge to place a person convicted under this law under probation. I would like to see it changed in the direction Mr. Wade has indicated, to cover desertion of the wife in destitute circumstances.

PRESIDENT WILLIAMS: Mr. Chairman, I do not want to enter at all largely into the discussion, but I desire to call attention to what I fancy may be a partial explanation of the difference between these two reports, following that reason with another point in addition to those suggested by Dr. Devine.

I fancy one explanation is due to the fact that in a large majority of the cases to which Mr. Sobel referred—I have not got statistics to prove it, but I fancy this would be the case,—that a large majority of the cases are persons who come to this country as immigrants, and it is due to the fact that the marriage tie and the new laws of this country, as affecting old customs, do not present the same binding force to one who comes here unaccustomed to our civilization as in the communities where there are fewer immigrants and where the law is a thing to which the people as a whole are more accustomed.

I fancy it would be found just as it is in treating cases of juvenile delinquency, that most cases in which difficulty arises in cities like New York are the cases of those who are either immediate immigrants themselves, or the children of those who have come over comparatively recently.

I should very much like to see figures on this whole subject that relate to nationality. My own belief is that we, in many of our problems of law, especially the application of existing laws, are not sufficiently alert to the difference in the tone of mind of the lawbreaker produced by his previous environment in another country, and the tone of mind of the lawbreaker who has been brought up here under our existing laws. In other words, the past of a man's life, broken when he leaves the country of his birth, makes him, as it were, the flotsam and jetsam on the sea of life in the new country to which he goes, and very often without any moral obliquity, he becomes a lawbreaker. Then it is that the prosecuting officer, finding men whom he knows are not really criminals, hesitates to enforce the existing law, and the law itself becomes a dead letter.

CHAIRMAN WALDMAN: We shall now turn to the second part of the session, a discussion of the question "What Steps are to be Taken to Guard Children Against Tuberculosis?"

I take great pleasure in calling upon Mr. Folks, whose name is in itself a sufficient introduction to this body.

WHAT STEPS ARE TO BE TAKEN TO GUARD CHILDREN AGAINST TUBERCULOSIS.

MR. HOMER FOLKS: Mr. Chairman: I thought the topic was the removal of children from homes in which there is tuberculosis. Certainly it would be difficult to overestimate the responsibility which social workers of all grades and places should feel for the protection of children from tuberculosis, as it is so great a cause of sickness and of death.

If at times in the past we have perhaps not paid adequate attention to the health aspects of the relief problem, I feel quite sure that at present we are moving very rapidly in that direction, having always in mind not merely the question of relief, not merely the question of the undermining of moral character, but also at all times the possibility of the undermining of the physical basis of character and efficiency, by disease.

Since the great International Congress on Tuberculosis in Washington, a year ago last October, I think there has been no doubt in the mind of anyone as to the paramount importance of separating the sick from the well. Though not anywhere announced, that was the impression conveyed by all the papers read and all the exhibits shown. One of the things which emphasized that most clearly to my mind was a certain exhibit by the nursing association of Baltimore. That exhibit attempted to interpret the results of their efforts in educating families of consumptives, and in educating consumptives themselves at home. It represented the net result of teaching consumptives how to care for themselves so as not to infect their children and their households. After that had been going on for a very considerable time, an inventory, so to speak, of the results was taken. Inquiry was made and a medical examination was made, as to what proportion of those consumptives had actually been taught to be sufficiently careful in the disposal of the sputum as not to endanger the lives of the other members of the household, and as to the number of cases of infection that had occurred since the visiting nurses began their work.

On the first point, out of a total of 1,160 patients under their care, the number whom they found to be sufficiently careful, judging from the medical point of view, to prevent further infection, was nine,—one per cent. or a little less. The number whom they thought might be termed to be fairly careful, though still exposing children and others to some danger, was 143, or twelve per cent. The number who were still described as careless, that is, continuing to expose the children and the wife or the other members of the household to infection from that most serious disease, was 719, or sixty-three per cent. And the number whom they termed as grossly careless, negligently or criminally careless, was 289, or twenty-five per cent of the total.

That represents, of course, the final stages of the undermining of the stamina and undermining of the will power by the disease, and if it is difficult for a person of means, with all conditions of life made as easy as possible, to secure adequate protection, how much more difficult must it be under the conditions of overcrowding, of poverty and of want that exist in many of these families.

Therefore, it seems to me that in a very large proportion of the cases we cannot look to home care as an adequate remedy. We must look to some other method, and we must look to the actual physical separation of the sick from the well. I was going to remark, having in mind the version of the subject as I recalled it, that if we propose the removal of the children from the homes, we are approaching this problem from an entirely different point of view than any other problem dealing with infectious diseases. That in every other case we believe, not in removing some of the members of the household from the home, but in removing the infecting disease and the infecting person from the household.

I think that is the true line of approach in this case. Even if we remove the children, we have by no means solved the problem. We still have left the sick person. We still have left the problem of adequate care for the sick person. We have not accomplished an entirely satisfactory method for the care of the children, so I would urge in these cases, as a better principle to follow, that we should remove the consumptive from the children and not the children from the consumptive; and that we should, of course, at the same time, disinfect and clean the home so as to make it a fit place for the remaining members of the household. And in connection with the removal of the consumptive, as a means of preventing infection, I will only take sufficient time to call your attention to the fact that this state has practically, by its legislation of last

winter, adopted the policy that it is the duty of local authorities to provide accommodations for tuberculous patients of all ages, except incipient; and while the state itself is now doubling the capacity of its hospitals for incipient cases, it has passed a law by which each county may establish, entirely apart from its almshouses and entirely apart from the administration of relief, and as a part of the sanitary protection of the county, a hospital for tuberculosis to be controlled by a board of managers, of citizens, unpaid, slowly changing in its membership, so that it is possible now — and I am glad to say a considerable number of counties are already moving in that direction — it is possible, and a duty laid upon each county, to provide a place, not an almshouse, but a hospital, to which tuberculous patients, in danger of infecting other members of their household, may be removed, and the enforcement of that law seems to me to open the proper line for carrying into effect the suggestion implied in my topic.

CHAIRMAN WALDMAN: Without wishing to be polemical in this discussion, I shall take the liberty of asking Mr. Folks to let us know, if he can, what the total sanitarium capacity is in the state of New York, and what the total number of consumptives is in the state of New York. Mr. Folks, I think, is chairman of the New York State Tuberculosis Committee, and I imagine has the figures at his finger-ends.

MR. FOLKS: I am not chairman of that Committee, but in connection with the conference of sanitary officers I had occasion to prepare these figures as to the city of New York. There were available at that time, actually already available, 1,800 beds, and the number of beds in course of construction in the city of New York is about another 1,800. The number of beds that should be available in the quite near future is not less than 4,000 in the city of New York. In the state at large the number available is very much less in proportion to the number needed, but the number becoming available is increasing very rapidly.

In the suggestion I made, I had in mind not what it is possible to do at the moment, but the thing we should prepare ourselves to do as rapidly as possible.

CHAIRMAN WALDMAN: I will now call upon Dr. John W. Brannan, who, as president of Bellevue and Allied Hospitals, New York City, has been actively interested for years in the fight

against tuberculosis, and is particularly interested at the present time in promoting the knowledge of the open-air school.

DR. BRANNAN: Mr. Chairman, Ladies and Gentlemen: The title of the subject assigned to me would seem to limit me to a discussion of the open-air schools for children *predisposed* to tuberculosis, and that is what I shall discuss chiefly.

I should like, however, for the sake of clearness, to say first a few words about the schools that have been established during the last two years for children already affected with tuberculosis. In this company it is not necessary for me to describe these schools in detail. Many, most of you, know that they have been in existence for several years in Boston, Providence and Pittsburgh, as well as in New York, and I believe some are now in process of establishment in Chicago and Hartford.

The first school was opened in Providence some two or three years ago, and following closely upon that came the one in Boston. Of our schools the first was established a year ago last June. It is rather curious that outside of New York these schools are but little known. I have here three publications in each of which there is a description of an open-air school, one article on the Franklin Park School in Boston, and two about the school in Providence, but I do not know of any publication or paper that speaks of our schools, and yet we have at the present time in New York City six schools for tuberculous children. Altogether we have nearly 200 children now being taught out of doors. about as many as there are in all the other cities put together.

The general features of these schools are known to most of you, but I should like to run them over. In the first place the children are actually outdoors from the time they come to the school until the time they go home. They have a hot, substantial meal at midday, and in the two schools under our charge they receive milk and eggs at other times during the day. I believe that in some of the schools the children are given milk and crackers or bread and milk instead of milk and eggs, and I think at Bellevue we shall very soon make that change, also, in the feeding.

In addition, as the children are in the open air in all seasons. they are warmly clothed, especially in the winter. They wear a hat or cap, and gloves if necessary, warm flannels, thick clothes and wraps or rugs. The teaching is really a secondary feature of the school, if I may so express myself. It is first of all a hospital in which the children also receive instruction.

I might, perhaps, even go further back and say that the first school, long before any of these, was established at Sea Breeze, which is a hospital for surgical tuberculosis in children. Five years ago that hospital school was established and a teacher was sent by the Board of Education. I was reminded of this when I thought of telling you what progress children make under these conditions in the open air, as my experience has been very largely at Sea Breeze, where I have seen some remarkable results.

This is rather a digression, but it is of importance, in view of the class of schools I am to speak of later, that is, those schools in which children that are predisposed are to be taught. I recall one instance of a girl eleven years of age who had passed most of her life in hospitals. She could read a little but could not write. but at the end of three years of this open-air instruction she had reached about the same period of progress in her studies that girls of her age reach in the public schools of the city. There are some other cases like that, not all so striking, but in a general way all these children make very marked improvement, largely because of the stimulus of the open air, particularly in the winter. Much of the gain is, of course, due to the abundant supply of nourishing food, which many of them would not have if they were going to school from their homes.

One interesting feature of these schools is they are the result of a combination of private and public effort. The private effort may be on the part of individuals or associations, such as the Charity Organization, or possibly private in one sense, as not being connected with the school authorities. On the other hand, the board of education always furnishes the teachers, and, in some instances, also the place in which the school is held.

Next to securing teachers, the greatest difficulty is to find a place. Perhaps that is one reason why we were a little behind other cities in establishing these schools in New York. In New York we might not have any schools now if it had not been for the day camps that were established on the ferry boats Southfield, Westfield, and Middletown. The Charity Organization Society opened the first camp on the Southfield some two years ago, and, after a year's very successful management of the boat, their funds not being sufficient, they asked Bellevue to take it over, which we did.

After a time, as the number of children increased, it occurred to Dr. James Alexander Miller, who was at the head of our tuberculosis work, that the children should have instruction. The

board of education found a teacher, who is a cured case of tuberculosis himself, and he has been in charge of the school ever since. Thus the school has become an important part of the day camp.

I should say that practically all these schools were started by private initiative, but this is not quite true of the schools I am about to speak of now, except that the initiative did come from outside the school department.

Last spring when we received the report of the Franklin Park School of Boston, to which I have referred above, telling of their admirable results, it occurred to some of us that it was time for the board of education in New York to take up this work itself, having the teachers and having the rooms. I went personally with a copy of the report to Dr. Maxwell, President Winthrop and Mr. Stern, Chairman of the Committee on Elementary Schools of the Board of Education, and laid the matter before them. I was met half way by all of them, and more than half way by Dr. Maxwell. They took up the subject at once and it only remained to see how it should be put through. A committee was formed, a sub-committee of the Tuberculosis Committee of the Charity Organization Society, to work in conjunction with the school authorities. In the month of July last we had a number of meetings. Dr. Jacobi, that grand old man, was a most important member of our Committee. I think he is between seventy-five and eighty years of age, and twice he came down to New York during those hot days, having to travel all night coming down and all night going back, from his country place at Lake George, to take part in our deliberations, and what we have recommended, and which is about to be carried out, is largely due to the weight of his opinion.

My own idea in the beginning was that we should take care of children already infected more or less with tuberculosis, but Dr. Maxwell said we must not bring such cases into the schools, and so we decided to limit the classes to children who are only predisposed to tuberculosis, that is, liable to take the disease if put under conditions favorable for infection; children undernourished, under-weight, under-fed, languid, pale, anaemic, sickly children, so-called "scrofulous" children, children with enlarged glands—you all know them. In September Dr. Maxwell informed us that the Board of Education had approved the plan and had resolved to ask the board of estimate for money to equip twenty rooms, one in each of twenty schools. The windows in

these rooms are to be arranged so that the air inside will be practically as pure and nearly as cold as the air without. There are to be twenty pupils in each class, so that 400 children in all are to have the benefit of fresh air in this initial experiment. Dr. Maxwell tells me that they are about to select these rooms, preferably in the corner, the sunny corner, of schools in congested districts.

In order that the children may have the benefit of the fresh air without exposure to hardship, they must, of course, be as warmly dressed as the children in other open-air schools such as I have described.

They must also be fed. That is the crucial point. I see Dr. Devine here and I am afraid he looks with some doubt upon this feature of it, but I do not see how we can take these children and put them in the fresh air, which is going to give them a tremendous appetite — I have seen what it is — without feeding them, and it may be that this cannot be done at home. Of course, we do not mean to feed children whose parents are able to do it, but those whose parents cannot do so must also have food. We think it can be provided, and in fact it is already so provided in some schools, without the children knowing whether their parents pay or not. At all events, we hope to have opinion suspended on this point until the schools have been in operation throughout this winter.

There was some opposition to this plan, as there is to every new project, mainly on the part of taxpayers' associations, during the budget hearings, although the amount of money asked for was very small, \$6,500 for changes in the twenty rooms, and \$20,000 for twenty additional teachers. Fortunately, as we think, this opposition did not prevail.

It seems to me that it is perfectly natural to progress from the schools for children affected with tuberculosis to schools for children who are predisposed, who will become affected with tuberculosis judging from our experience in the past, exposed as they are to the disease in their homes and elsewhere. It is a preventative measure that we urge.

Some two years ago I was asked by one of the Commissioners of Education, who lived in Harlem, to go up and visit a school in which he was especially interested on 116th street, and see their system of ventilation and see if I could suggest any improvement. There were, in fact, five systems of ventilation in that building, and when the windows were closed, which it was necessary to do in order that the systems might work, the children complained

of headaches and even the teachers became ill. He told me that was simply a sample of many schools in Manhattan. I was unable to suggest much to him. He seemed to think that because of our experience in hospitals, where we also have problems of ventilation which are not by any means satisfactorily solved, we might be able to advise something for the school, but I could not suggest a remedy for the conditions that I found in that school.

In looking over the proceedings of our first meeting a few days ago I noticed that Dr. Maxwell had invited our committee to study the systems of ventilation in the school houses in New York with a view to suggesting improvements. Since then I have taken up the matter with him, and he at once welcomed any investigation on our part, and we shall include in that investigation the methods of cleaning. He said he had been trying for years to abolish the feather duster. I know the feather duster, not only in our homes, but for many years in Bellevue Hospital, and also dry sweeping. From the day we took charge of that hospital eight years ago we prohibited dry sweeping and there has been very little of it since then. The brooms have moist cloths wrapped over the ends and in place of dry dusters moist cloths are used.

I do not see why a school room for children who are compelled to go there by law, should not be just as clean as a hospital ward, and it will be our business to bring that about, if possible.

One difficult feature in the school rooms in New York City, and I suppose elsewhere, is the character of the desks and chairs. The desks are fastened by iron legs and claw feet to the floor so that the dirt accumulates under the feet, and it cannot be removed with brooms or even with a vacuum cleaner such as was in operation two years ago when I was in the school referred to above. Dr. Maxwell tells us that he has endeavored to do away with these fixed desks and have them replaced with movable desks such as are in use in the school of the Ethical Culture Society of New York, but it has been impossible because of the expense of the latter. I have seen the desks in this school and they have several features which add to the cost and which are not necessary for our purpose. All that we need is a desk of simple construction, similar to those in the public schools but not fixed to the floor. Desks and chairs of this character can be fastened to strips of wood and moved bodily to the side of the room so that the floor may be properly cleaned as often as may be necessary, which should be at least once each day. I should like in conclusion — I have ex-

ceeded my time, I don't dare look at the clock — to read from the report of a commission appointed in Boston by the school board to suggest improvements in the ventilation of their buildings and also the best way to establish open-air classes in the schools:

“A child spends a large part of its life in the school room. Strong and healthy children are those that have spent the most time in the open air. Life in the open air is the best investment that one who is not strong can make. The nearer the school room can approximate to the open air the larger will be the return to the city on its investment in schools. There would seem to be a need in all school rooms of a more abundant supply of fresh air; of maintaining rooms at a proper temperature, and the lower the better the air; of proper, sufficient and hygienic methods of dusting frequently done; of the frequent washing of rooms; of frequent and prolonged airing of all parts of the school house by open windows; and other means employed to the end that the place and air where the child spends so much of its life be as near as possible that of outdoors in a dustless region.”

My own belief is that if we follow this plan along the lines I have indicated, and which seem very clearly the lines that should be followed, in from five to ten years from now we shall have no more children suffering from inadequate ventilation in the schools of New York City.

DR. EDWARD T. DEVINE: Will you permit me one moment, Mr. Chairman, to remove from the mind of my friend this doubt, or suspicion of a doubt, which he thinks I entertain.

When Dr. Brannan a few years ago started out with his charitable scheme for supplying milk and eggs to the out-patients that came to Bellevue Hospital Dispensary, there to be treated for tuberculosis, he entertained in the same way a suspicion that there might be doubts in my mind as to whether this milk and eggs that he intended to give to the out-patients coming to Bellevue Hospital should be given, and he anticipated any doubts I might have, and which he seemed rather to expect that I would have, as to whether this would be outdoor relief. He called at my office and asked whether I had any such doubts, thus showing the far-sightedness and diplomacy which always characterize the doctor.

I told him that in my opinion if that milk and eggs were prescribed by a physician it was to be looked upon not as relief but as medicine, and that it seemed to me quite appropriate that such

prescriptions should be filled in the manner in which the physician thought they ought to be filled.

In the same way it seems to me perfectly clear, Mr. Chairman, that not only the proper clothing which these children should have in order that the plan may be of benefit to them should be supplied, but also that they should be supplied with sufficient food; that whatever the physician says they ought to have should be supplied in order that the schools may justify their existence.

I have not a particle of doubt about that, as far as my personal opinion is concerned, and it may be interesting to Dr. Brannan to know that not only the Tuberculosis Committee of New York, of which he and I are members, has favored that action, but also that the Executive Committee of the Charity Organization Society has by resolution expressed a similar opinion.

CHAIRMAN WALDMAN: I much regret to have to inform the Conference that Dr. John J. Cronin is not with us, having been unavoidably detained in New York, and Mr. Frederic Almy, of Buffalo, has kindly consented to read Dr. Cronin's paper.

PREDISPOSING INFLUENCES OF RESPIRATORY ABNORMALITIES TO TUBERCULOSIS.

JOHN J. CRONIN, M. D.

The one agent who more than any other approaches the people needing advice and assistance at the most opportune moment is the visitor of the Charity Organization Society. It is this visitor who meets the needy at the most opportune moment to successfully drive home the lessons of hygiene of home and self, because she usually meets them when all other sources of appeals have been tried out without result, and now she appeals to the court of final inquiry.

It is just at this psychological moment that a proficient charity visitor is most able to advise and get results; a well disciplined and trained visitor is one who perceives the present state of affairs and spontaneously appreciates the remedy that should be applied. At this particular moment the people, due to the misery of living in such straits, are thankful and receptive of any suggestion that may be offered to prevent such conditions prevailing or even obtaining in the future.

It has been most pointedly and emphatically shown by Dr. William H. Allen that the public schools, or other schools for that

matter, are the logical clearing houses for the distribution of assistance, whether material or educative.

I have made a study of the conditions, physical, hygienic and sanitary, of sixty-three families in each of which at least one case of tuberculosis existed. The conditions analyzed show at once what may be expected and should be required of a relief visitor. In these homes there were 119 children of school age. The nationalities represented were Germans, Irish, Jewish, Slavs, English and Americans. Two families had six living children each as the largest number, and some had one and two living. One family shows a record of six living children and seven dead.

The sanitary condition of the homes was very uniformly bad; three and four room apartments usually containing two or three inside rooms, ventilation obtained from air shaft or one or two windows in front. The best room in the house was reserved for the patient. Plumbing was exposed or boarded, in either case the parts about the sink were damp and musty.

Papering of the walls was dull and dark and only too often dirty. Ceilings were uniformly dirty and covered with smut. Woodwork was regularly finished dark and the environmental gloom could have no other effect than depression, not only on the patient, but also on the members of the family. What a difference two coats of distempered white paint would make in the lives of these poor people!

The food used by the families may properly be described as good and nutritious in twenty-seven instances, and poor in thirty-one instances; in two cases the food was bad but the cooking and service good. Where food was found good, the cooking and service were found good; where the food was bad, the cooking and service were bad, save in two instances where the people were wretchedly poor.

It is interesting and appalling to note that these cases, selected simply from a street index record, showed forty-one fathers as the tuberculous victim, ten mothers, three fathers and mothers, one sister, one uncle, one aunt, one original case, three not stated. The member of the family sick, the poor food and service, unsanitary rooms, make an interesting quartet calculated to keep up the number of the tuberculous.

There were many striking examples of well-developed childhood, quite a few with average development, and a small proportion that might be termed poorly nourished. Because it is difficult to analyze this factor, this personal estimate is given in this

comprehensive way. Of the 119 children physically examined, 113 showed some defects, singly or associated, of nutrition, glandular apparatus of the chest, ribs or scapula and spine. The condition of the children's mouths was uniformly bad. Only 102 children were found abnormal, due to defective nasal breathing or obstructive abnormalities of mouth and pharynx. The charity visitor may easily be drilled and acquainted with the points she should look for. Reports from her to her superior officers would result in betterment of the conditions as regards sanitation and personal hygiene.

Advice of the visitor will usually have much weight if it supplements the advice of the school physician and nurse. Such a large proportion of children in homes of the tuberculous show these abnormalities, that general advice to see the school physician for examination and an exhortation to follow his advice will result in stimulating recourse to physicians or institutions, so that the possibility of attaining normal development and increased vigor and vitality will obtain from the earliest possible moment. The records compiled from such advice and attention would show very efficient results.

To wipe out tuberculosis we must prevent it, and the best means of securing prevention is had when the head cavities are thoroughly freed of obstruction and sources of systemic infection. The eradication of obstructions and cleansing of infective sources allow normal vivifying oxygen absorption. This in turn renders the blood the most potent, constant and effective oxidizing fluid, a most efficient agent in assuring the body perfect health.

CHAIRMAN WALDMAN: I shall now call upon Rabbi Goldstein to read the paper by Mr. Marcus M. Marks, President of The Tuberculosis Preventorium for Children, at Lakewood, New Jersey.

THE TUBERCULOSIS PREVENTORIUM FOR CHILDREN.

MARCUS M. MARKS.

Two thoughts inspired those who have just organized The Tuberculosis Preventorium for Children. First, that children of tuberculous parents should, where possible, be removed from their homes before the seeds of infection have taken deep root in their systems; by open-air life, pure food and wise supervision they

can, in most cases, be built up quickly and returned to their homes in excellent condition. Second, that during their absence, their home conditions should be improved and the parents educated as to the best methods to prevent infection; *i. e.*, open windows, cleanliness, burning sputum, disinfection, etc., so that the danger to the children of again becoming infected on their return may be removed or largely reduced.

The Tuberculosis Preventorium for Children is the first institution of its kind in this country. It is broadly non-sectarian in its management and in the dispensation of its benefits. The work has been inspired and made possible by the far-sighted liberality of Mr. Nathan Straus, who has presented to the Preventorium the Cleveland cottage and surrounding eight acres of pine woods and a majority of stock in the Lakewood Hotel property, in which his investment amounts to \$500,000. There is no encumbrance or condition to this gift. We may arrange either to use the hotel property or to sell it and use the proceeds in constructing around the Cleveland cottage such buildings as we may require. Our plan is to build open camps with accommodations for twenty-four children and a nurse in each.

We have already taken possession of the Cleveland cottage (in May, 1909). We arranged the porch for six beds and the house for fourteen. We placed all the girls in this cottage. In addition, there are rooms for the matrons and the help, and dining accommodation for forty to fifty children.

Near the cottage we built an open-air camp about 100 feet long, to accommodate twenty boys. They have simple, comfortable beds with plenty of blankets in which they are rolled, Indian fashion, at night. There is an awning in front which is dropped at times to exclude the wind. The nurse's room divides the shack into two parts, ten boys sleeping in each division. There is a shower and running water.

On July 2, 1909, the first children arrived. Since the opening we have received in all ninety-two boys and girls ranging from four to fourteen years of age. During their stay they have all been in good health, showing steady improvement in general condition, all gaining in weight, some as much as eight and nine pounds. Our quarters are still taxed to their present capacity of forty children. Plans are now being worked out to increase this to 400 children by next summer.

It is, indeed, sad to think that without the prompt assistance of our Preventorium most of the children we have treated would

have been doomed to suffering and perhaps to early death. A few typical cases will suffice to show what a slight chance of salvation they had.

Case A: Boy, aged ten. Father, mother and two brothers tuberculous; home conditions poor; family supported by charity; our tuberculin test on the boy positive; not yet in infectious stage; gained seven pounds at Preventorium and returned home perfectly well; whole family then moved to Liberty, N. Y.

Case B: Girl, aged twelve. Mother, brother and sister tuberculous; home conditions poor; our tuberculin test positive; not yet in infectious stage; gained four and one-half pounds at Preventorium, where we also have her little brother and sister.

Does any one doubt that these children were doomed in their former surroundings?

It is our purpose not only to restore such children to normal health — not only in coöperation with the clinics to see that home conditions are radically improved during their absence, but by a careful "follow-up" system to contribute to the welfare of the children for some time after their discharge from the Preventorium in order that the benefits of our work may have permanency.

Proper occupation of mind and body will second the good effects of the fresh, fragrant air, the dry, porous soil of Lakewood and the wholesome food and excellent care of the Preventorium. It is our purpose not only to entertain the children, but to give them practical instruction which will be helpful in their future years. A simple course is being arranged, to include carpentering, cobbling, basketry, weaving, stencil work, metal work, etc. Miss Dorothy Whitney has munificently endowed this department by a gift of \$100,000, the interest of which will pay for instructors, tools and materials.

We have arranged with the New York Association of Tuberculosis Clinics to select the children for the Preventorium. This assures the nonsectarian principle of our work, bringing children of all nationalities from every part of the city. It also secures proper cases as the physician-in-chief of each clinic assumes the responsibilities of the position of admitting physician to the Preventorium. Drs. Abraham Jacobi, Hermann M. Biggs, Alfred F. Hess and James Alexander Miller have been most actively interested in organizing the Preventorium and bringing about the success of the work thus far.

We figure that \$100,000 a year will be required to run the Preventorium with 400 children. We depend entirely upon public subscriptions for this sum and have asked for membership support at \$1 a year upwards, and for a million dollars in endowment to assure at four per cent. interest, forty per cent. of our annual needs.

The realization of the fact by the public that there are 45,000 cases of tuberculosis in New York City to-day, and that the greatest and quickest results can be accomplished by prevention, particularly among children, gives us the hope that we shall have a ready response from the rich, from the middle classes and from those among the poor, who will strain a point to help, by even \$1 a year, such a necessary work in our city.

CHAIRMAN WALDMAN: I shall now call upon Dr. I. Ogden Woodruff, who has for some years been closely associated with Dr. Miller in the fight against tuberculosis in the city of New York, who will present a paper to us upon "A Plan for the Work of Preventing Tuberculosis among Children."

A PLAN FOR THE WORK OF PREVENTING TUBERCULOSIS AMONG CHILDREN.

I. OGDEN WOODRUFF, M. D.

I am extremely glad to see the subject of guarding our children against tuberculosis given such importance at this Conference. During the last two years spent in the children's tuberculosis clinic at Bellevue Hospital, the great need of a wide-spread effort to prevent the development of tuberculosis among children has been impressed upon me through the appalling extent of the infection among the little ones I have examined.

If we are to take up seriously this work of guarding our children against tuberculosis, it seems to me of the utmost importance, if we would gain any large measure of success, that we should evolve a plan of campaign, comprehensive in scope, and one in which, in the various centers in which it is conducted, its several working factors shall be coöperative and interdependent. Especially is it essential that there be the heartiest coöperation between the local health and school boards, the painful lack of which in certain centers at present is, I fear, handicapping the small work already in progress. Moreover our campaign must be essentially

one dealing directly with the children, both predisposed and tuberculous.

Of course, in any campaign against tuberculosis the education of the public regarding hygienic living, the instruction of tuberculous patients concerning the infectiousness of their sputum, the disinfection of the premises inhabited by tuberculous subjects, the provision of hospitals for advanced cases and the removal thereto of the careless consumptive who is a menace to his family, the provision of playgrounds and parks, the correction of abnormal naso-pharyngeal conditions, and the careful supervision of the milk supply, all of these measures are most important, and, no doubt yearly prevent the development of thousands of cases of tuberculosis. They might, with benefit, be dwelt upon at length, but in this state, especially in the larger centers, work along these lines is already well organized, and it is hardly necessary that I do more than mention them in passing.

Regarding the supervision of the milk supply, you have all heard much discussion pro and con as to the relative frequency of infection from bovine and human sources. That infection of bovine origin occurs, there is no doubt. But much that has of late appeared upon that subject would persuade us to believe that most of the tuberculosis in childhood is not to be traced to that source. While we must make every effort to raise the milk supply to the highest standard, we will do well not to hark too closely to those who favor the bovine origin as the chief source of infection, lest we lull ourselves into a false sense of security in the belief that when we purify the milk our children drink, all danger is past and our labors at an end. Human tuberculosis is essentially a house or home disease, acquired by contact with human beings suffering from it; and in no other way can we explain the disproportionately high rate of infection in children of tuberculous families. Moreover, recent careful researches made by Dr. Park, of New York, tend to show that in adults, practically all, and in children the vast majority of cases of tuberculosis are caused by the bacillus of human type.

It is necessary to emphasize the human origin of infection, as the measures I am about to discuss concern themselves more especially, for the immediate future at least, with the children of tuberculous families, whom I consider most in need of safeguards and among whom work done will be productive of the most immediate and far reaching results. And of these children must we consider the so-called tuberculously predisposed; and right here

it may not be amiss to define just what children we would include under this heading.

I should include here three classes of children: (1) All children of tuberculous parents or families, who from poor nutrition, deficient chest expansion or other pathological conditions seem especially liable to develop tuberculosis. (2) Those children of similar environment who, though apparently healthy, yet on account of especially bad home surroundings are liable to be infected. (3) Possibly, in addition, those children who react to a skin test especially if they have been in close contact with tuberculous patients. I say possibly, and include this class with some diffidence on account of the divergent views which are held to-day even in the medical profession regarding the significance of the local tuberculin reactions. I think that I can safely say though, that among those who by most experience with the local reactions are most qualified to judge, the consensus of opinion is coming around to the view that in children, at least, the occurrence of a local cutaneous reaction is indicative of tuberculous focus in the organism. Whether latent or not cannot be determined from the reaction alone, and I most emphatically do not wish to be understood as stating that a positive skin test in a child means consumption; rather that children, especially if of tuberculous families, who react locally to a cutaneous application of tuberculin should, in the absence of signs of active disease, be considered as predisposed to the development of tuberculosis, and requiring especial safeguarding.

Having decided now what children we wish to reach, two problems confront us: (1) How to get in touch with them. (2) How to get them under control when we have discovered them, and what to do for them after we have brought them under control.

In considering a solution of the first problem, there is one measure which recommends itself above all others, for its practicality and ready application, and its ability to reach a much larger number of predisposed children than any other means we have at hand. This measure consists in having a children's tuberculosis clinic as a part of each tuberculosis dispensary, and by requiring all tuberculous parents in the neighborhood of the clinic, and not under the care of a private physician to bring their children for examination; and also those parents of children who are referred home as suspicious cases by the school inspectors. Difficult as the enforcement of this law may seem at first thought, it would be very easy with a proper coöperation between the school and health

boards, the necessity for which I emphasized at the outset. This coöperation being to the effect of requiring from these children before their admission to the public schools a statement that they were not actively tuberculous or predisposed.

The great desire of nearly all parents to give their children an education would lead them to bring them for an examination if they found that the children were to be excluded from school if it were not made; while the law requiring all parents to send their children to school would deal effectively with the remaining few who were indifferent whether their children gained an education or not. I believe this to be the best means we have of reaching just those children we want to get in touch with.

As an aid in extending the scope of our work, and bearing in mind that the local skin reaction to tuberculin probably indicates a predisposition to tuberculosis in those who show it, I offer as a suggestion for consideration and one that might be put into effect at some future time, the following: That all children arriving at school age should present upon application for admission to public school, evidence of the result of a local skin test, just as now each child must present evidence of a recent vaccination. Of course by this method we could in a few years ascertain practically all of the predisposed children of school age. There are many objections to its application at the present time and it is offered to you only for your consideration for the future. Also working along this line an additional number of predisposed children could be ascertained through coöperation with the various hospitals and non-tuberculosis dispensaries which could refer children in whom they found this skin test positive. At present children who react in the children's wards at Bellevue Hospital are followed up to see if they are exposed to any source of infection, and to better their conditions.

Relying for the present, chiefly on the first measure suggested, let us now turn to the management of these children. Having got in touch with them, the next step is for the board of health to require that these predisposed children discovered at the tuberculosis clinics, shall be reported in a separate category as predisposed cases, just as active cases are now reported. Then working in coöperation with the board of education, the health board should direct the transfer of these children to the outdoor schools which should be provided especially for them. The outdoor schools I consider the first step in the proper management of these children.

The other factors of practical importance are the preventoria, the fresh air outings in the summer and the follow-up work.

Two of these I shall but touch upon as they are on the program for discussion at length. Regarding the outdoor schools I merely wish to emphasize that while we wish to give these children an education, yet we will not succeed in our preventive work if we do not bear constantly in mind that the chief object of these schools is to raise the resistance of the children attending them against tuberculosis. This resistance is measured in pounds and increased chest expansion and capacity. If we do not succeed in raising the weight of these children toward the normal, if we do not succeed in giving them stronger lungs, then we have failed in our work; the task of doing these things will lie largely with the teachers. To accomplish our aims, especially must we imbue them, who have so long considered little but the development of the mind, with the idea that in these schools, contrary to others, the development of the body must take precedence.

During the winter, while the schools are in progress, much can be done in supplementing their work by coöperation between them and the clinics. Predisposed children need, in some cases, medicinal care and treatment almost as much as tuberculous children themselves. Children at these schools who are not progressing satisfactorily should be referred to the clinics for further examination and treatment. Cod-liver oil and other appetite and body builders taken regularly over considerable periods of time can do much in suitable cases to aid in overcoming malnutrition. Minor ailments, such as colds, sore throats and digestive disturbances, which tend to pull down children, should be rapidly checked in these cases in which a pound means so much.

Some of you may smile at the apparently visionary idea of getting children to report at clinics with any degree of regularity. Once get their confidence and it is not difficult to make most of them attend. In fact, at times, I have thought that the trouble was the reverse. At Bellevue, before the day camp was started, which took a number of the children out of the clinic, I have had thirty and forty, and even fifty children at the clinic in an afternoon. They take much more interest in their improvement, I have found, than most of the adults. With those who do not attend regularly much valuable follow-up work can be done by the district nurses.

Outside of the outdoor schools and to supplement their work in summer, we can accomplish the most in raising the resistance of

any great number of children by obtaining the coöperation of the numerous organizations which send children away for summer outings. Thousands of dollars are spent and thousands of children are sent away every summer, the great majority for a period of time too short to do them any lasting benefit, and with the dominant idea of giving them a good time.

Last year the Tribune Fresh Air Fund set aside one of its homes for the under-nourished children of tuberculous parents, and the manager, Dr. Devins, very kindly let us work things out along our own lines. The results show what possibilities are before us in this sort of work. We kept each party three and one-half weeks, instead of two, and we did our utmost to make the children gain weight. About 290 children went away. About half a ton more came back. One party of 100 children, away three and one-half weeks, gained an average of five pounds for each child. Ten children kept there seven weeks to see what we could do with them, gained over ten pounds apiece. The records of a number of the children who before going away, during an average period of four months gained only one-sixth pound per month for each child, are of interest. During their stay at Shokan their average gain was twenty times as great. During the two months following their return, their rate of gain was eight times as great as before going away, and none of them lost that which they had gained in the country. The great importance of such results as these as a factor in the campaign we are waging must be apparent to everyone. I cannot too strongly urge the endeavor to get the coöperation of as many as possible of the organizations who conduct summer homes for children.

I have emphasized these homes before the preventorium, because the accommodations of the latter will always be limited. Because of this I wish to bring your attention to the necessity of its occupying a well-defined position in this undertaking. The outdoor schools and summer outings will, if properly conducted, benefit sufficiently the great majority of the children. Care must be taken then, that the preventorium treatment be reserved for those who do not derive sufficient benefit from the other measures. This can be assured only by keeping careful records in the schools of the physical progress of each child and by choosing for the preventoria only those whom the records show not to be progressing satisfactorily.

I have said preventoria, because, for New York City certainly, more than one is needed. Of additional preventoria, the

department of health should maintain at least one, erected and supported at city expense, as it now maintains Otisville Sanatorium. In addition the city should not permit private subscription entirely to maintain the present preventorium, which, through the generosity of certain of our citizens promises to become such an important factor in this branch of the work. It is the duty of the community to protect the health of its members. The preventorium is rendered necessary by conditions partly due to improper tenement laws, overcrowding, and the hampering of the department of health, in its work against tuberculosis, by insufficient funds. Private capital, though under no obligation to relieve the city of a burden caused by its own short-sightedness, yet has done all in the establishment of the preventorium at Lakewood. In its maintenance, the least the city can do under the circumstances, to aid in the safeguarding of its own children against a disease for the prevalence of which it is in no small degree responsible, is to share the weekly expense of each child there taken care of.

These are the means then at hand to prevent the infection of susceptible children and the development of disease in those in whom it is already latent. Taking these measures, means that not only these children will reach adult life strengthened, and with less liability of developing tuberculosis, but more important still that these children's children also will be spared the risk of infection.

And that leads me to the last division of the work which we must not overlook. At the beginning of this paper I stated that the work must be directly concerned with the predisposed and actively tuberculous children. It has been suggested that the children of to-day with a latent tuberculosis are the adults of to-morrow with an active tuberculosis. That such in many instances is correct, I believe. But still more certain am I that the children with an early active tuberculosis to-day will be adults with an active tuberculosis fifteen to twenty years hence. These children go on, not sick in the general acceptance of the term, but below normal with frequent colds or a constant slight cough, until arrival at adult life when the reserve resistance of the body is much lessened, and under the increased strain in the struggle for existence, succumb to a tuberculosis which at that time actively advances and which contributes to the high mortality from that disease between the ages of twenty and thirty.

The fact that in one section of New York City, of 150 children of tuberculous parents, 50 per cent. had an active tuberculosis,

means that in the work of safe-guarding children we must not forget these — past guarding it is true, but easily curable — if we would effectively protect the children of the next generation. Just so surely as we do not recognize in our campaign the tuberculous child as one of the most important factors to be dealt with, will the number of tuberculous adults in the next generation be not greatly lessened, and will their children be infected.

One may ask, as these children do not seem to be sick, why I suggest special provision for them. It is true that their management should be carried out along the same lines, as for predisposed children, yet it should differ radically in several important details. These children require more expert care. I would suggest a day camp for them, corresponding to the outdoor school for predisposed children, but under hospital control. The children should be under direct care of nurses with supervision of the attending physician of the clinic. This is necessary, because these children require great restriction of exercise, especially the large number who have an active toxaemia as evidenced by a slightly elevated temperature and a pulse constantly much above the normal. Exercise when given should be carefully graduated. Careful attention must be given to extra nourishment with supervision of their digestive functions that they may properly assimilate what is given. These children require for their best good that they be at the camp a much longer period daily than school hours; and that they attend not merely five but seven days a week, if religious scruples do not interfere, and not only during the school year but during the summer as well. A change for some of these who have not too active an infection to a carefully conducted fresh-air home for a brief period in the summer may be very beneficial. Besides to those with an active toxaemia, the problem of supplying carfare must be met. If we allow such children who live at any distance from the camp to walk to and fro daily, all our work with them during the day will be rendered nil. I have not spoken so far of the schooling of the children at the camps. A school under the control of the board of education should certainly be established at each camp. Not only must these children have an education, but the school is a valuable factor in keeping the children occupied and contented. The length of the sessions, however, should be regulated according to the condition of the children, and only those children should attend whom, in the opinion of the attending physician, it will not harm. In other words, at the day camp, the school should be incidental rather than the controlling authority it is in the outdoor schools.

Regarding the success of the day camps, rather discouraging reports from other states have reached us, as far as children are concerned. We have also passed through a stage at Bellevue when we have been somewhat disappointed, but I feel that I can safely say now that we are getting results much in excess of our expectations. It all depends upon the nurses in direct charge of the children; and this I do not say in any spirit of criticism of those who have not succeeded. There are few people who are temperamentally fitted to control children. And this is the one difficult problem of the day camp. Without complete control over the children, especially as regards limiting their physical activity and getting them to take sufficient nourishment, the results from day camps will never be satisfactory.

The other factor in managing these cases is the sanatorium. This I believe should bear the same relation to the day camps as the preventorium does to the outdoor schools; that is, it should be reserved for those cases which are not making satisfactory progress at home. One of the most crying needs of this work at present, I believe, is a free sanatorium for actively tuberculous children. Outside of Seton hospital and Bedford Station I know of no place in New York state where tuberculous children can be sent for sanatorium treatment free of charge. With the extent of tuberculosis among our children in New York such an institution is extremely necessary. Also at this point I wish to state the need of some provision for taking care of boys, both predisposed and tuberculous, between the ages of twelve and sixteen. At present I know of no organization, public or private, which makes provision for them.

The last phase of this work of prevention is the follow-up work. Children, after their return from the preventoria and from the sanatoria, should be visited at intervals for about a year to see that they are continuing in good health, and to get them to report back to the clinic for observation or further treatment, if necessary, before allowing them to pass out of view. Only in this way can we be certain of any lasting benefit from our efforts. In carrying on this work the necessity of an adequate nursing corps is at once apparent.

This, roughly, is a brief outline of what I believe to be necessary if we are to be at all successful in the purpose for which this meeting was called. That it can be greatly improved upon, I am well aware; but imperfect as it is, if by its presentation it shall arouse any discussion which may be productive of more united

effort and action in any locality in the state, it at least will be of some assistance to the cause for which we are working.

CHAIRMAN WALDMAN: I shall turn over the meeting to the President.

PRESIDENT WILLIAMS: I want to congratulate you, Mr. Chairman, upon the very interesting character of this session.

A telegram has been sent in the name of the President to the Hon. Samuel Greenbaum, the President of the Jewish Communal Societies, as follows:

"Hon. Samuel Greenbaum, Supreme Court Chambers, New York City:

The Tenth State Conference of Charities and Corrections acknowledges with thanks your telegram, and cordially reciprocates the good wishes of the Jewish Communal Institutions of New York City."

If there is no further business, we do now stand adjourned until this evening at this place at eight o'clock.

FOURTH SESSION.

Wednesday Evening, November 17, 1909.

The Conference convened in the Senate Chamber at 8:25 p. m.

PRESIDENT WILLIAMS: The convention will come to order, please.

This evening the program is in charge of the Committee on the Care of Children, of which Mr. George B. Robinson, President of the New York Catholic Protectory, is the Chairman, and I have great pleasure in introducing him.

REPORT OF THE COMMITTEE ON THE CARE OF CHILDREN.

GEORGE B. ROBINSON.

A notable event of the past year was the meeting of the conference on the "Care of Dependent Children," held at Washington, in January, on the invitation of President Roosevelt. Although the membership of the conference was not large — less than two hundred being in attendance — it fairly represented the large number of people engaged in child-caring work throughout the United States. The National Conference of Charities and Correction formulates no platforms, and the state conferences, so far organized, have held to this practice. The advantages of this custom are very apparent to all interested, and these conferences have become each year more attractive to workers in the field of charity and philanthropy. The White House conference, however, performed a real service in declaring the consensus of opinion of its membership on the questions considered, to the whole country, and established a standard to which all child-caring agencies may attain. The platform was set forth in a series of resolutions, which were adopted without a dissenting voice. The proceedings have been published as a Senate Document, No. 721.

The meeting of the National Conference of Charities and Correction at Buffalo, in June, 1909, offered a favorable opportunity to the citizens of our state, to participate without being too long absent from their homes. The attendance was large but not equal to that of one or two previous conferences. The Children's Committee, as usual, attracted the largest audiences. One general and five sectional meetings were devoted to the consideration of papers on the Juvenile Court, Truancy, Breaking up of Families, the

After-care of Institutional Children, Child Labor in the South, the Functions of State and Private Charities in the Care of Children, etc. The proceedings of the National Conference should be in the hands of every person interested in the work, and it is hoped that its membership will include a large number of the people of our state.

The Juvenile Court, since its establishment in the several cities of the state, has steadily improved in its methods as the judges have gained in experience, and no doubt through probation and suspension of sentence, great benefit has been conferred on the children coming before the court. There has not, however, been entire satisfaction with the administration of the laws in relation to children. These laws have been enacted at different times and appear in different sections of the Penal and State Charities Laws. Would it not be advisable to seek the enactment of a comprehensive juvenile court law, profiting from the experience of other states, which seem to have improved on the practice of New York in many particulars? As is well known, there are twelve judges who alternate in presiding in the juvenile courts of New York and Brooklyn. Would it not be preferable to have one or two judges assigned to this court in each borough? The commission to inquire into the Inferior Criminal Courts, appointed by Governor Hughes, has given considerable attention to the workings of the Children's Court in New York City, and will probably have important recommendations to make in this connection.

Those charged with the care and education of so-called delinquent children have been impressed by the commitment of a large number of children on conviction of technical crimes, such as petty larceny, burglary, etc. These children, because of environment and neglectful and intemperate parents, have generally no real knowledge of the wrongfulness of their acts. The report of the Committee on Children, at Elmira, made a plea for the cessation of this practice. An amendment to section 2186 of chapter 88, Laws of 1909, prepared by Judge Wilkin, of the Court of Special Sessions, of Brooklyn, was introduced into the Legislature by Assemblyman C. F. Murphy, providing that "A child of more than seven and less than sixteen years of age, who shall commit any act or omission, which if committed by an adult, would be a crime and not punishable by death or life imprisonment, shall not be deemed guilty of any crime, but of juvenile delinquency only," was promptly passed and approved by Governor Hughes, and became a law on the 1st of September, 1909. We should hail this enact-

ment as a definite mark of progress for this year. An amendment to section 667, of the Greater New York Charter, which became chapter 348 of 1909, provides that "A child may be committed to an institution caring for inmates of like religious belief, and giving it manual or industrial training until it shall attain the age of eighteen years, provided the State Board of Charities shall certify that the equipment and training at such institution are sufficient and satisfactory." Previously the limit of commitment, under the Greater New York Charter, was sixteen years, and when children approaching this age have been received into institutions without education or training, they have been generally unfit to return to their parents or to be placed out at the age limit of sixteen years. Consequently, the institutions have detained many at their own expense for one or two years. Such children should not be discharged until they have received education and training in some useful industry to enable them to provide for themselves.

The Commission appointed to select a site for the New York State Training School for Boys was also charged with the duty of preparing a general plan of buildings and other improvements, causing preliminary plans and specifications of the same to be prepared. The site at Yorktown Heights became the property of the state in December, 1908, and the Commission presented an elaborate report to the Legislature in April of this year, in conformance with the act creating it. The study given to the subject has been exhaustive, and the conclusions reached are such as will generally meet the approval of this conference. Perhaps the estimated cost of providing proper buildings for 800 boys is excessive (about \$1,500 for each boy). It is earnestly hoped that the Legislature of 1910 will make ample provision for the prosecution of the work of construction of this institution. Its location, within a few miles of the Lincoln Agricultural School at Somers Centre, will present favorable opportunity for a comparative study of methods, and will encourage emulation in the training and education of the inmates of both institutions.

Some important steps in the development of juvenile probation in this state have occurred during the year. The position of Chief Probation Officer in the Juvenile Court at Rochester, with an adequate salary, has been established, and the former superintendent of the Society for the Prevention of Cruelty to Children, of that city, has been appointed thereto. The organization of Juvenile Probation in the Children's Court of Buffalo has made substantial progress under the direction of a salaried Chief Probation

tion Officer, provided a little more than a year ago. Juvenile probation associations have been organized in Rochester and Syracuse, following the earlier example of Brooklyn. The work of the Big Brothers in the Children's Court of New York City, closely akin to that of Probation Officers, has been further developed. The report of the State Probation Commission shows that 2,754 juveniles were reported by probation officers as having been under their supervision during the year 1908. A set of forms for juvenile probation has been developed by the State Probation Commission, after a study of forms in use in other cities and states, and copies are furnished gratis to any probation officer desiring them. It may be said in general that juvenile probation has passed through its experimental stage, and is becoming an efficient permanent factor in reformatory work in this state.

It has been suggested that institutions for children are best fitted to exercise supervision over those discharged by them on parole because of the intimate knowledge of the children gained during their residence in the institution. Several institutions have heretofore endeavored to keep in touch for a time with the children discharged to their parents, as well as those placed in foster homes. This visitation, however, has been inadequate for want of sufficient parole officers. Would it not be advisable to empower the institutions to employ a greater number of these officers and compensate them on a per capita basis, as is now done for the supervision of children placed in foster homes? The city of New York now pays \$20 for the expenses of placing each child, and \$5 per year for supervision. The necessity of supervision is equally urgent in the cases of children returning to their own homes. This after-care of children has been suggested for discussion at this conference by several members of our committee. No more important subject can be presented to us, and, if time permits, after the consideration of the two papers to be read, we invite your attention to it.

It has been frequently observed that New York sustains an undue proportion of destitute families, because of their being assisted to come to New York City, especially on the plea that we have all kinds of institutions established for their welfare, and the place where they were deserted by husbands, or became destitute from any other cause, has no children's institutions, maternity hospitals, etc. Perhaps many of these families may have at some time resided in New York, but this is by no means true in all cases. Efforts should be made to secure the enactment of uniform

poor laws by the several states. The superintendent of the Children's Bureau of the Department of Public Charities of New York City, and a member of this committee, Mr. Frederick E. Bauer, in his report of 1906, and repeated in that of December, 1908, urges the importance of a "Court of Domestic Relations," as follows: "I am of the opinion that the thing greatly needed in this city is a Court of Domestic Relations, where all cases of failure to support wives and children could be adjudicated. In many of these cases women do not get the consideration their cases merit. I know of a case recently passed upon by one of the courts where a woman with two children was allowed the munificent sum of \$6 per month to support both children; the result of this order was that one of the children quickly became a public charge. In numberless other cases old offenders — in the matter of nonsupport of wives and children — are paroled to pay their wives a certain sum of money per week, and then usually the man disappears and the mother of the children applies to place the children in an institution at public expense. But if perchance she locates her husband before applying for the children's commitment, she presents herself to the court where her husband was ordered to pay, only to find very often that the magistrate who passed upon her case has left the court and will not sit again for a week or two. In the meantime she can do nothing but wait until that particular magistrate returns to the bench, as it seems to be the ethics of court work that one magistrate will not take up the case of another magistrate, and doubtless there are good reasons for not doing so. But in the meantime the delinquent parent again disappears, and so it goes on, with the result that thousands of children have become public charges, simply because men are not held to a more rigid enforcement of their parental responsibilities. With a Court of Domestic Relations in operation all this could be changed. The magistrate assigned to such a court could give his personal attention to these cases, not only at the initial hearing, but later, if the man fails to live up to the order of the court. At present the latter phase of this work is usually left to a probation officer, and the result is far from satisfactory. I have no hesitation in saying that such a court, well administered, would make unnecessary the commitment of at least 500 children yearly in this city, and this is a conservative estimate." In a letter addressed to the chairman of this committee Mr. Bauer also says: "It is my opinion, based on years of experience in this work, that the laws and rules governing the reception and retention of children in institutions do not meet the

exigencies of the case. The case about which you wrote on February 25th exemplifies the weakness of the present system. This man is like the majority of the parents with whom we have to deal, waiting for something to turn up, and when it does turn up they invariably neglect to avail themselves of the opportunity to go to work and support their families. In the meantime their children are being supported by the city, or, as in the case mentioned, by the institution. This man had three positions during the past year, all of which he lost through drink, and the history of his case is practically the history in about seventy-five per cent. of the cases with which this department has to deal."

We have not attempted to do more in this report than to call attention to several subjects which may occupy the Conference during the time allotted to this committee. There is steady progress in the improvement of institutional and placing out methods for the care of children received in public and private institutions of the state, but too little attention has been given to preventive measures. Many of the causes of destitution and crime are well understood. It is the duty to society to do more for their eradication and for the provision of a decent environment in which the children may grow up to manhood and womanhood.

CHAIRMAN ROBINSON: The next subject on the program is the paper, "Former Failures and Present Success in the Institutional Training of Delinquent Girls," by Mrs. A. Winsor Allen, member of the Board of Managers of the New York State Training School for Girls, at Hudson.

I take pleasure in presenting Mrs. Allen to the members of the Conference.

MRS. ALLEN: My paper has been written by four persons. The wording is my own, but the ideas have been supplied and agreed upon by the superintendent at Hudson, Dr. Hortense V. Bruce, by the assistant superintendent, Miss Katherine Hewitt, and by the physician, Dr. Anne Bingham. In many careful consultations with them, severally and collectively, I have made sure not only that all which is said here has their cordial support, but also all they most wish to have said has been emphasized in this paper. It is not, therefore, really my own paper, but our paper.

We had so much to say, arising from our own experience, that I have limited the subject to the institutional training of delinquent girls. But the description of our method would fit a successful orphan asylum for girls equally well, as you will see for yourselves.

There was not space in the paper to give specific examples of cases of success, but I will refer you to Dr. Bruce herself, who is here to-night, and to other people who are interested in them after they leave the school. They have very interesting stories to tell. Dr. Bruce has just shown me twenty-seven cases of striking successes, girls who have been out of school long enough for us to be sure about it.

You understand, the school has been in progress four years and we take girls from twelve to sixteen or eighteen. We have charge of them as guardians until they are twenty-one. We parole them as soon as they seem able to make themselves useful elsewhere, and to live normal lives.

FORMER FAILURES AND PRESENT SUCCESS IN THE INSTITUTIONAL TRAINING OF DELINQUENT GIRLS.

ANNIE WINSOR ALLEN.

The training of girls in public institutions has up to our own time been decidedly disheartening. Institution officers, judges and policemen, and the outside world as well, all were accustomed to say, "work with boys is very satisfactory, but girls are discouraging. You cannot seem to get hold of a girl when once she has gone wrong." Girls seemed to go wrong all over, they apparently went to pieces, and people believed that there was no material left in them to reform. With a girl they thought it was "once a failure, always a failure." At the Hudson Training School this notion is daily disproved. What do we mean by failure? We mean failure to cure the fault which sent the child to the institution, and failure to establish habits which make the child lead the life of ordinary people afterward.

Boys are committed to public guardianship for a great variety of misdeeds, "murder," "assault," "theft," "larceny," "forgery," "malicious mischief," "drunkenness," "improper guardianship," "troublesome child," etc., but never for sexual sins.

Girls are committed — girls of twelve to sixteen, such as are sent to us — for "prostitution," "associating with vicious persons," "disorderly conduct," "improper guardianship," "unmanageable child," but very seldom for theft or any other crime, or for drunkenness.

That is to say, what society most dreads and reprobates in a boy is crime; what it most dreads in a girl is sexual irregularity. When

we say we failed with a boy, we mean that in spite of our efforts he became a criminal or a drunkard. When we say we failed with a girl, we mean she became a prostitute or led an irregular sexual life of some sort. Very few bad girls are inclined to crime. Most bad boys are inclined to sexual irregularity, but society does not yet count that as failure. Thus it is true that girls *are* different from boys, their tendencies are different and moreover our ideal for girls is different from our ideal for boys. Out of 134 girls committed to Hudson last year, four were sent for theft and one for forgery. Four out of these five cases were sexually irregular — only one did the theft for its own sake. In four years we have had one commitment for drunkenness.

In short, our chief task and aim with delinquent girls is to protect them from the natural consequences of being girls. Consider what a girl is.

A girl wants to go about carelessly, thinking only of herself, just as a boy does. But the special feature of a girl's physical construction is such that she cannot go carelessly and unguardedly among lax and self indulgent men without their making her very soon physically subject to them. So there scarcely is a woman criminal who is not also of a loose life. The men criminals are, of course, all loose-lived too; but society never has counted that, for consequences in them are not immediate and glaringly social — they are merely such things as disease, weakened will, and the like. On the other hand many loose-lived women are not criminals at all.

This fact about girls, the guardians of public order are beginning to realize. The police are more and more frequently arresting, magistrates are more and more willingly committing girls who are merely "disobedient" or "incorrigible," "without proper guardianship," "likely to become immoral." They are realizing that for a girl, prevention is emphatically the best cure — the kindest cure. They no longer think it a stigma on a girl to be taken away from parents who are allowing her to run wild.

Why is our ideal for girls so different from our ideal for boys? Why do we dread and reprobate so intensely the only sin to which girls are very prone, and pass it over so without comment in a boy? We do it because this ideal, this dread and reprobation, are absolutely essential to the preservation and advance of the race. Ideals of conduct and definitions of crime and wrong-doing have always been made in the interests of society as a whole, entirely on the basis of consequences to society. Sex irregularity in girls has been deeply condemned because of its ill effect upon the devel-

opment of the race. Society in the long run understands, and classes these injuries first of all, as moral offenses. Hence the types of the Pure and the Sinful. The race could never have advanced without this idea. It is absolutely essential to our life. It is absolutely right. The difficulty of it is for our present purpose, that it in no way helps to solve the question of what can be done for the girl who has failed, for any cause, to remain unspotted, or who is on the path to failure.

Practically, then, our problem at Hudson is simply, what can be done to turn a girl away from habits and interests which have led her, or will presently lead her, into sexual irregularity.

To determine this, we must first know the causes of her mistakes, learn the nature of her own physical and psychological life, and judge from them how to turn her attention toward wholesome interest and enlist her loyalty for them.

First, then, how are the causes of a girl's misdeeds different from the causes of a boy's? The boy, we will say, is arrested for murder or theft — the girl for prostitution.

Murder is caused by anger in one form or another (such as jealousy, envy and the like). Anger, natural as it is, plays no essential part in the development of the race. It is merely a result of the irritation of an ignorant mind, incapable of comprehending and controlling its environment. Theft, however, is caused by the desire to have what you have not. This is an entirely normal and permanent instinct, the instinct to acquisition, the instinct which leads our race on into increasing development. It becomes wrong only, objectively, when it fixes itself upon possessions which have already been acquired by some one else. Though normal, and necessary to the development of our race, it is not essential to the perpetuation of the race any more than murder is. It is different from murder again, in being uni-personal. Murder is bi-personal. It involves two, the murderer and his victim. Theft involves another person only indirectly. So far as the thief goes, he would much prefer not having any owner to the goods which he steals. His acquisitiveness would have fuller exercise without the aid or interference of any other person.

Prostitution, along with nearly all the other misuses of sex power, is not caused, like theft, by a mental condition or even, like murder, by an emotional condition. It is caused by a purely physical condition. The instinct of reproduction lies wholly in the nerves, not in the mind. In this it is akin to hunger, not to anger. But unlike hunger, it requires not a thing but a person to

appease it, and unlike hunger its appeasement is not necessary to the life or even to the health of the individual. But this instinct is essential to the perpetuation of the race, and unlike anything else it is tri-personal. It involves man, woman and child in one blessing or one curse.

To the race, then, and to society as its unconscious mouthpiece, prostitution or anything like it is a vital offense, because of its terrible consequences. To the individual, using it as a gratification or a livelihood, it seems a mere matter of course, a necessity, because of its natural cause. What then is society going to do about it? How get rid of the intolerable consequences in a girl of a purely natural and necessary instinct?

How can she be cured, and saved from continuance in her mistake? A murderer may be cured by learning pity and self-control. A thief may be cured by learning respect for the rights of others. The one mends his emotions, the other mends his mind. But if either is saturated with a craving for the act itself, then he cannot be cured. But an immoral girl! Can her instinct be restored to its rightful use? Are not her emotions and her mind wholly perverted? Has she not acquired a craving for the act itself which can never be eradicated?

To each of these questions we can answer no. Physically her instincts are not perverted until she has been in such life, for at least six or eight years, and even then if she is under twenty she often has remained physically healthy. As for her mind and emotions, in almost every girl the failing is purely physical, simply an excitation of nerves. No love or personal passion is usually involved, and no thought of any kind.

Unlike a boy, a girl has no insistent physical impulse which urges to sexuality. She has general vague nerve sensations in the presence of sensuous men which appear to her to be emotions, rather than sensations originating merely in her nerves. When these nerves have been aroused by exciting physical stimuli, she becomes a passive agent. When an insistent active appetite or craving exists in a girl, it is produced by experience, by over-excitation, or by some abnormal physical formation. The normal physical condition of a young girl is quiescent. Rapid approach produces only shrinking. Gradual approach, however, will overcome any unprotected girl. She has not chosen, she has merely fallen.

Here and there an exceptional girl proves to be well guarded by a specially resistant nervous system. But to wait for proof is

to risk failure. The risk is too great. Every girl, to be safe, must be protected by strong ideals, non-selfish interests, and agreeable, wholesome pleasures: in addition to these she needs watchful surveillance; in default of them, she must have strict surveillance. The course of nature leads only to one end, a simple act with strange sad consequences.

The act is not mental, it does not "touch her psychologically," as we say, and she has no conception at all of the dire consequences which make her acts so abhorrent to us. She is interested in the easy irresponsibility, the ready money, and the various amusements offered. This is all she can see when she is young. If she keeps on, she becomes a permanent member of a class which no man honors but many men use. She is increasingly unhappy and dies early or lives in almost certain misery. But she need not go on. As a matter of fact, ever since monogamy became the accepted ideal of our portion of the globe, a large proportion of wandering girls have every year been safely married, became mothers quite as good as the ordinary and had husbands quite as faithful as the husbands of their neighbors.

Herein then lies the cause of former failures. People believed that girls went wrong by choice and volition, or that at least their moral natures led them into evil. This was true of boys' sins, why not then of girls'? They did not consider the wide difference in causes between the two sorts of offense. Looking at the consequences — at the outside social aspect — and seeing it to be so evil, men have concluded that the inner personal state must be correspondingly vicious. Well-meaning men — unable because they were men, to understand — and safe, protected women — unable because they were ignorant — have guessed, and they have guessed wrong. They have guessed that a bad result must have a bad cause.

Not at all! A baby may wreck a railroad train and not be even naughty. Choice, volition, must enter into a wrong deed before it can be called wicked. A person must intend, not only his act, but the consequences of his act before he can be held accountable. Herein, as I said, lies the reason for former failures in the training of delinquent girls. They were supposed to be themselves as immoral as the consequences of their acts. Naturally, when their inner condition was so little understood, attempts to alter it failed. These girls are generally silly, ignorant, — if they were not they would not get into trouble. They are vulgar, stupid and weak-willed, often very selfish and untruthful, but they are seldom in a

serious condition morally. Very few of them are malicious, or even defiant and persistently obstinate; they seldom have any desire to do real mischief or to do harm of any sort to anyone. They are not perverted — they are stunted. They have measureless capacities for enthusiasm, aspiration and admiration. Hero worship is native to them, as it is to all young girls. They wish to attach themselves and give loyal allegiance to some woman whom they can admire and love.

Present success in setting them right comes from understanding that what they need is not regeneration, but merely enlightenment and direction, assistance and good example and encouragement. They need only to be steadied, taught, strengthened, made more sensitive and waked up mentally, given the wish for imagination and conscience.

Thus it naturally happens that fully nine-tenths of the girls committed to the Hudson training school and similar schools are without any mental bias in favor of a crooked life. They are untouched emotionally and mentally; physically they are still healthy. They merely need to forget, to be given interests, ambitions and enthusiasms, and to be taught how to live well. They have been neglected and left unprotected. They are very ignorant. What seems to the judges brazen indifference toward the enormity of their conduct is oftenest the utter ignorance of a child. What can a little girl of twelve understand of causes and consequences?

At the school we care for them, and teach them to care for themselves — to control themselves and to work hard. We protect them and teach them how and why to protect themselves, and we are able in most cases to see to it that when they leave our care they go to some better protection than they had before. A number of them marry while they are still in our charge, or soon after they leave.

So we find that a life made as normal as possible, presenting at every turn the aspect and ideals of a healthful, useful, active, sensible home usually fills a young girl's mind so full in eighteen months that she has little available space for old memories. And new subconscious reflex-actions have been established on so many fresh lines (while the old lines are so long neglected), that reactions seldom ensue upon the old associations. Practically she has forgotten how she used to behave and feel. She could tell you, perhaps, if your asking prompted her to confidence, but it would be like reading old letters; at the most the memory is accurate but

dim. Ordinarily, the memory is exceedingly inaccurate. Often a girl remembers her old surroundings ideally, affectionately, uncritically, and complains that she wants to go back and be happy. Then some other girl suggests to the matron that it would be "a good thing to let her go home the way I did and find out how different it really is." Often, too, when the girls about to leave are given the bundles of clothes which they wore when they came, they deny them, declaring with sincerity that they had real nice clothes when they came. This is not surprising. We all forget our old selves.

Gradually the "brazen indifference" which was ignorance, and the "boldness," which was stupidity, disappear. A new sensitiveness develops; shame and modesty spring up. Vulgarity and profanity hurt them, and they hate to be asked to speak of their former lives.

Yet there is very little said about general morality and nothing at all about sex morality by the officers. The emphasis is laid on conduct and upon the Golden Rule. We have no definite method or special devices. We do not try to find new and interesting things for the girls to do. They learn the interest in necessary things. They find out how to be enthusiastic over hard work, and zealous in drudgery. They have the simple hearty pleasures, which will always be possible for them.

Red ribbons, white ribbons and blue ribbons we do give, to mark three stages of effort and success. But there is no separation of the best girls from the ordinary ones. They learn to live with all kinds, except the really objectionable anti-social ones. These are put in a cottage by themselves until they learn to behave socially.

In such a natural, wholesome life as we plan for the girls, the method of discipline generally deemed successful with boys does not succeed. Keen competition, military procedure, sharp distinctions, rough-and-ready kindliness seem to create a hearty, lively, untroubled life among boys, I believe. But keen competition commonly makes the successful girls conceited, and the unsuccessful lazy or discouraged. Military procedure fails to reach the many differing moods of girls with their complex causes. Sharp distinctions outrage the girls' delicate perceptions, and rough-and-ready treatment drives the finer natures back upon themselves and coarsens the coarser natures.

For girls *are* different from boys. When they go into anything they do seem to go all over. Every faculty and function is

affected by it. Boys are complicated and discontinuous, it seems. Girls are intricate and intercontinuous. As one writer says, "Men's natures are intensive, women's are extensive." Owing apparently to the sensitive intercommunication of all parts of the feminine nervous system a woman's whole nature is more completely swayed than a man's by influential experiences. Therefore, just as she is more completely overwhelmed by the results of a mistaken step, so is she more completely captured by the results of good opportunities, right acts and purposes roused to excellent ends. Set a girl on the right road, get her enthusiasms thoroughly enlisted toward good conduct and she adopts the idea completely. As they say at the school, "when she begins to go right, she goes all over."

For competition, then, we substitute a strict minimum standard of behavior for all, and an additional personal standard for each according to her capacity for appreciation. We begin where each one is, and get her ambitious, if we can, to make an improvement on that.

For military procedure we substitute domestic system, mutual convenience and special duties for each individual suited to her development. To be allowed to keep a doll and care for her, as long as you behave so as to be a good example to her, is a strong incentive to many a girl and not always to such very little girls either.

For sharp distinctions we substitute nice discriminations so far as possible, recognizing the good in opposites and rejecting the useless and harmful even when it is combined with top-notch attainments in special directions.

For rough-and-ready kindness we aim to substitute sympathetic recognition of personal and individual qualities and failings. We seek the point of contact and start from there.

To enforce such discipline as this with fairness and good sense, avoiding the weak indetermination of sentimental sympathy, requires a corps of women superior in personal quality and acumen to anything that the girls themselves are likely ever to attain. It is not enough to set over them women as well behaved and sensible as we expect the girls to be. They must be as well behaved as the girls should desire to be, and they must be so sensible as to be able to disentangle problems about fitting the girls' individual natures to practical needs and issues, such as the girl herself could never work out. "He who knows A B, can teach him who knows only A," may be true in mechanics, but is not true in conduct.

In the five years since the school was started, we have secured many such women who understand that most girls who go wrong have not chosen the way, but, being without protection, have wandered off with the inevitable result; and who understand that sensible treatment can get them back in nearly all cases outside of the few pathological ones. We want to get more and more of such women, and we recommend the work to the consideration of all women who are free to give their energies and thought and good will to a very interesting and satisfactory enterprise, difficult and exacting, but full of gratifications. It is work which a college-bred woman will find as interesting and important as settlement work.

How well the method succeeds is shown by the fact that our upper officers and many matrons and teachers receive frequent letters and visits from our graduates who look on the school as the best and surest thing in their lives. We know where nine-tenths of our graduated girls are living, and we know that these are all doing as well as their neighbors, and many are above the average.

We are justified in believing that the training of delinquent girls is no longer a failure. Success is in a high degree possible. Faults can be cured and the girls can establish habits which make them able and glad to live the life of ordinary people.

CHAIRMAN ROBINSON: We have not been able to designate a speaker to open the discussion on this paper because it was not in our hands until to-day, but if Miss Davis, of the New York State Reformatory for Women, is in the room, I would ask her if she would kindly speak a few words on this paper.

MISS DAVIS: This matter of opening the discussion on Mrs. Allen's paper is sprung upon me. A discussion, of course, should be based upon the paper itself and should not be remarks along independent lines. I can offer my own experience and heartily endorse Mrs. Allen's paper. I think her analysis of the delinquent girl is most admirable. There are certain facts to be deduced from what she said which occurred to me as she spoke, and to which I should like to call your attention.

At Bedford we see another phase of this same question. Our girls are older; they have had additional years of experience out in the world. They were the same in the beginning as the girls they get at Hudson, but they have not been taken in time and subjected to the wise and thoughtful training which is being given to them at Hudson and in our similar

schools. We all know the great force of habit. Nine-tenths of the women who come to Bedford — for we don't get them until they are too old to be committed to Hudson — have fallen into these immoral habits while they are little girls. It is perfectly horrible to us to find when we talk with our girls how large a proportion went wrong when they were ten, twelve, thirteen or fourteen years old.

It goes without saying that if for five and six and seven and eight years they have led the lives which are led by the girls who have fallen into these irregular sexual habits while they are so young, their appetites increase and deepen, they run greater danger of disease, their nervous systems become more and more unstrung, and while they may realize, as the little girls cannot, what are the probable consequences of the life they are leading, the habit has become so fixed that in many cases we cannot overcome it. They know what the consequences will be, but when they come out into the world after leaving us they have not the will power. They have acquired the appetite, they have acquired the desire for excitement, and lack the ability to apply themselves steadily when they come back upon their own resources, when they are not under the direction of people of stronger will.

I am second to none in my belief in the principles of probation, but I cannot but feel — and I think most of the women who are engaged in our kind of work will agree with me — that the question of the probation of young girls, very young girls, who are guilty of sexual immoralities is at best on trial, and that so far it is a case at least non-proven. It seems to me that where the family life, the home life, has been insufficient to keep the girl from wrong, where the parents have been too ignorant or too careless or too busy to keep the girl out of the dangers to which so many of our city girls are exposed, it is at least running great risks to return her to the same environment, in the same surroundings, under the same parental rule and discipline in which she made her first misstep. The question is whether it is not wiser and kinder to the girl, kinder to her family, to take her while she is young, while she is still susceptible of training, and put her in charge of wise women who have given a careful, thoughtful study to the question — to put her in a position where she will lead a normal life, where she will overcome these appetites and acts, rather than to run the very great risk of returning her to her old surroundings. Five, six, or eight years later, when she has become hardened, when all these things have become habit, they would send her

to us at Bedford and let us work on her three years. Then, even though she may have done well, she will go out with a will so weakened by years of excess that she cannot stand on her own feet.

What Mrs. Allen has said about the character of the girls is absolutely true. Few of these are criminal. Very few of our women at Bedford are criminals in any such sense as men are criminals. They do not steal, they do not forge, for the crime itself; it is simply something that has happened in the course of an irregular life. Many of these women are nice women to live with. They are pleasant, agreeable; they are not vicious. They are good workers, many of them, but they have acquired these appetites, they have acquired the liking for a life of ease, a life of excitement, and three years is not enough to change them.

It seems to me that the probation of the very young girl who has gone wrong sexually is a matter that requires very careful consideration. If the courts are to go on putting these little girls on probation it must be under the most judicious and careful probation officers. We must have enough of them to exercise the most watchful care over the little girls who are in their charge, and over the homes in which they are placed. If society is not prepared, if the state is not prepared, to employ enough probation officers so that each one will have enough time to give to these cases, it is better, far better, to put the little girls into a school where they can receive the training that they cannot get in their own homes.

MR. WOOD: Mr. Chairman, I desire to say — and I believe in saying this I express the judgment of the members of this conference — I think that this conference is greatly indebted to Mrs. Allen for the very able paper she has presented to us this evening. I think the public is indebted to Mrs. Allen for the study she has given this subject, of which this paper is the very interesting fruit. I believe that her diagnosis of this case is absolutely correct. I believe that her physical and psychological analysis is correct. And I also want to express my appreciation of and thankfulness for the courage with which she stated so clearly her conclusions upon this matter.

CHAIRMAN ROBINSON: The subject is open to general discussion. Although Mrs. Allen announced that the paper had the endorsement of all the people of Hudson, we would be very glad to hear from Dr. Bruce.

DR. HORTENSE V. BRUCE: We thought such a paper ought to be written because we are constantly being asked, Do you ever reform a girl? Can you reform a girl? We thought that subject ought to be presented and the reasons given as Mrs. Allen has given them.

Some of the cases perhaps might be interesting. These twenty-seven cases, for instance, that Mrs. Allen mentioned, are names that I have just recalled as I sat here. There have now gone out from the training school, who have had the training and been discharged, some 300. There have been over 600 commitments to the training school.

The influence of the work in some of these cases, and in very many of the cases, goes beyond the girl herself; it goes into the families, and that has been one of the most interesting things to us.

There is one girl, for instance — when she was committed to us her father and mother had both disappeared, both drunkards. She had no home whatever and was sleeping anywhere that she could find a place to sleep. She came to us in the most filthy condition. As soon as she was cleaned up and began to know something about what she might learn, it became her object to make something of herself so that she could go and find her mother and take care of her. The mother died while the girl was in the institution, so she could not do that. We found an excellent home for the girl. She has been discharged over three years, and she has found the father. It is nearly two years, I think, since he has quit drinking, and is now, I think, earning about \$100 a month. She will probably soon be married.

Another girl committed from New York City was of a foreign family. Two sons in the family are progressive boys. They had paid no attention to the sister. She was neglected, wanted some social life, and went out on the streets to get it. Her being sent to Hudson awakened the family. When she was paroled the whole family took an interest in her. She brought back into that home American conditions of life that the boys had not known before. They were very proud of her for that reason. They did for her then what they had not thought of doing before. The whole family has been helped and Americanized by her being in the school. She is married and is doing well.

Another girl that we did not feel hopeful about went out to rather adverse home conditions. She finally married, and now comes back on an average, I think, once in three months to visit us. I think the people who are her acquaintances outside would be

astonished beyond measure if they ever knew that she was a training-school girl. She has really exceptionally nice friends, and in no way, I think, would she appear to be the girl that has been an inmate of an institution.

Another girl came from New York City with two others, one of whom led her astray. They were all committed at the same time. The mother of the worst of the three says that the mother of the first girl ought to be thankful that her girl led Lottie astray, because coming to Hudson has made a lady of her.

Another was reported to us by the justice — one daughter of a family of three or four girls, the father a drunkard and the mother not an intelligent woman; the girls all rather pretty and subject to the influence of the toughest set of the town. They naturally thought that Fannie would go as the older sisters had gone, but the justice early committed her, while she was still young. She went out on parole, and while on parole was discharged and went home. While she was in the institution her great care seemed to be about a younger brother; she hoped that the father would not teach him to drink while she was away from home; and she also wanted to take care of the mother. When she went out they said that the people of the town could not help noticing her and speaking about her, that she was so refined, so lady-like, so self-respecting. She married. She took her mother and kept her until she died. She has the younger brother with her and is educating him. She helped the sisters to become respectable women. The children of one of the sisters are said to be the cleanest kept children in the town. They think it is due to Fannie's influence.

I could go on giving you a good many more cases of this kind. These are girls who have been discharged long enough so that they have passed through the difficult period following their discharge. We think they can be considered well-established cases and are some proof of the fact that the girls can be, and they are, reformed.

MR. HASTINGS H. HART: I concur fully in the judgment which has been expressed as to the character of this paper. I know of no discussion in the literature of this subject that is so philosophical, so clear and so rational. I was particularly interested in what was said in regard to the matter of the proper supervision and watchful care of these girls after they are sent out into families.

In the state of Massachusetts, the Lyman School for Boys, a reformatory, and the Lancaster Industrial School for Girls are both

under the same board of trustees. At the Lyman School for Boys they have out in family homes something like 1,200 boys, a considerable number of whom are in the homes of their parents. They have five parole agents whose duty it is to watch over those boys, and they have a clerk at the school, making six persons responsible for 1,200 boys.

From the Lancaster School they have less than 300 girls out in family homes. These girls, however, are mostly in other homes than the homes of their parents, which makes a difference in the amount of supervision required; but for the care of these girls there is located in the city of Boston an office in charge of Miss Mary Dewsens, who is a very capable and discriminating woman. Miss Dewsens has in her office a stenographer, a record clerk, and then she has seven visitors, making a total of ten persons to take care of 300 girls out in homes.

Now, these two agencies are established by the same board of trustees who have studied this subject for many years, and they think that they need one person for every thirty girls to take care of the matter of supervision and they think they can get along with one person for about every 200 boys. This indicates the conviction which they have reached as to the kind and character of supervision which ought to be exercised for these girls.

The other thing which interested me particularly is what was said as to the hazard and peril involved in the use of the probation system for the young girl who has committed a sexual fault. I have been for the past eleven years at the head of the Illinois Children's Home and Aid Society, which has out in family homes something like a thousand girls. We have found that it is not necessarily the girl who has committed this fault who is in peril in the use of the parole system or the probation system or the system of placing out in family homes. The peril comes before the fault is committed. We find a girl will often go very well, until she gets thirteen or fourteen or fifteen years old, in a family home. Then without being vicious she becomes restless, she becomes headstrong, she falls under the influence of neighbors who tell her she ought to have more liberty, she ought to be her own mistress, she ought to go out to parties and go here and there; she wants wages, or if she is getting wages she wants more wages or she is anxious for dress and her cravings in that respect are not satisfied. Or she is boy-struck — she is interested in some boy or other; or some older man is paying her some flattering attention. That is the time of extreme peril, before the fall has come. Those who have

the care of girls placed out in family homes ought to redouble or triple their vigilance and their watchful care of the girls as they reach this critical time. No matter how good the homes are, the people in those homes, having had this girl grow up with them, often fail to realize that point of peril and when the girl displays this restlessness and uneasiness they attempt to curb her by an increase of severity, or undue restriction of privileges. There is where your wise and discriminating visitor is able to step in and aid these people or discover the time when that girl should be taken away and otherwise provided for.

The Illinois Children's Home and Aid Society, which is in favor of the placing-out system, is about to open a home for girls of this class, an industrial school, not for the vicious girls, who should be sent to the state training school, but for the girls who are not vicious but have reached this point of peril, to be safely kept, for a year, or two, or three, and at the same time fitted for their subsequent careers. And I believe that those of us who believe in the placing-out system must consider this question right from this point: Where shall we step in with that preventive measure which shall preserve this small number? Out of perhaps 1,000 girls in Illinois, we had all the time twenty-five or thirty that were a constant cause of anxiety. We must be able to reach this particular class or we are recreant in our responsibility to those children for whose welfare we have become responsible.

DR. ALBERT C. HILL, State Education Department: I would like to say a word regarding the work being done in the training school at Hudson. I have visited the institution several times and have been greatly impressed with the atmosphere of the place and with the results that are evidently being secured. The success that is so manifest at this institution seems largely due to the fact that there are devoted and broad-minded women at the head. Dr. Bruce and Miss Hewitt have the right ideals and the right spirit for the accomplishment of the difficult task they have in hand.

In the first place, they believe that these girls can be reformed. The weakness of many institutions that are dealing with delinquents, young and old, is that those in charge have no real belief that reform is possible. These women have faith in their efforts, and are succeeding in accomplishing what they are undertaking. Other similar institutions may profit by their example. In the second place, those in charge of the Hudson training school are working from the educational standpoint. They believe in the

efficacy of well-directed mental, moral and physical training as a means of forming and reforming character. Miss Hewitt is bringing to bear on the problem the ripe fruit of years of experience in public-school work. She knows how to lead the young to right views of life through mental activity and the companionship of books. Torture as an instrument of reform has been superseded at Hudson by love and helpfulness.

The statement just made that, while girls may be reformed, boys are hopeless when they have gone astray ought not to pass unchallenged. It may be true that girls are more easily influenced for good but it must not be admitted that the boy who has strayed away cannot be restored. I may go further and express the belief that even adults may be reformed. It must be admitted that the proper thing is to form character in childhood and youth and that the chances of reform lessen with age and the hardening influences of evil practices, but the door of hope is never closed and there is always a possibility of reform.

All institutions dealing with the erring, young or old, boys or girls, men or women, should be directed by the spirit that prevails at Hudson. Pessimism should have no place in them. The methods should be educational, not punitive; the aim should be to save as many as possible.

The great lesson to be learned, however, is that prevention is easier and better than rescue; the children should be looked after more carefully than is now the case. It is gratifying to know that society is turning its thought and efforts more and more to the causes that send so many to reformatories and prisons. No doubt a large part of the poverty, immorality and crime that prevail, and which seem to be increasing, is preventable, and it is the part of wisdom to check the stream at its source.

MR. FREDERIC ALMY: I was for four years on the Board of Managers of the Western House of Refuge for Women, Albion, N. Y., and went there monthly, so that I have been there as many as fifty times. I would like to say a word for that reformatory.

I remember one National Conference of Charities some years ago at Topeka, where they would not believe me when I said that at Albion each girl had a separate room. They questioned it, and I said that it was certainly so; but they still did not believe me.

At Albion the life is made attractive. The girls have walks and readings aloud and flower gardens; they have candy scrapes; they have dances; they have plays that are not too "goody." The

life is not more severe than in a military school for boys. Compulsory virtue is made attractive instead of odious.

I never shall forget one day there when they did some wax works, and it gradually dawned upon me that the girls were representing different members of the board of managers. One girl wore a beard and represented me. I have been a wax work, but I never have before been wax worked, and it was a curious sensation. The girls enjoyed it all greatly. That institution is even with the others, I believe, in the good work done.

CHAIRMAN ROBINSON: The second paper on the program is "Scope and Limitations of the Boarding-Out Method of Taking Care of Dependent and Orphan Children," by Samuel D. Levy, Vice-president of the Hebrew Sheltering Guardian Society, New York City.

Mr. Levy has telegraphed that it was impossible to come this evening. We will ask Dr. Bernstein to read Mr. Levy's paper.

SCOPE AND LIMITATIONS OF THE BOARDING-OUT METHOD OF TAKING CARE OF DEPENDENT AND ORPHAN CHILDREN.

SAMUEL D. LEVY.

The topic under discussion might properly be narrowed down to the more concrete question of the extent to which a child-caring institution should go in taking care of children on the boarding-out plan, as distinct and definite from the institution plan. I know that I am treading here on dangerous ground, particularly in view of the recent public utterances made at the conference called together by the advocates of the boarding and placing-out method in our National Capital. Many of us who have studied carefully the proceedings of the conference have remained under the impression that the last word has certainly not yet been said on the subject of child-caring. Indeed, there are many people who hold the opinion that while the conference was exceedingly stimulating, it has failed to clarify some of the main issues of the question. There was a regrettable lack of facts and data, and for facts and data there was a substitution of sentiments, sentimentality, beliefs and uncorrelated experiences. It is possible that the last word will never be said during our lifetime and perhaps for the next hundred years to come, until such time as we can give

positive and definite answers based upon accurate and scientific research to some of the following fundamental questions:

1. What is the percentage of failures and successes among a very large number of children, let us say 10,000 brought up during the whole period of childhood up to fifteen or sixteen years of age, in the child-caring institutions of the various sections of our country; and what are the causes of such failure or success?

2. How does this percentage compare with the ratio of failures or successes in life among the same number of children (10,000) who are placed out in boarding-homes and in private homes in the various states of our country, where they spent their childhood up to the period of sixteen years of age; and what are the causes of failure and success in life for these children?

3. How do such percentages compare with the ratio of successes and failures of the same number of children (10,000) scattered over the various states, children coming from dependent homes who have spent their lives *in their own dependent homes*?

These are vital questions; so vital, indeed, that until they are answered no intelligent conclusion can be reached on the broad and general propositions involved. Up to the present time whatever answer is given to these questions is necessarily more or less guess work and subjective calculation.

There are other important questions, which although not quite so fundamental as the questions mentioned above, are nevertheless of the utmost importance in arriving at an unbiased conclusion with reference to the whole problem, such as the following:

4. What is the average length of time which the dependent child in the United States spends in the institution or during its period of indenture, or at board in a private family up to the age of sixteen years? In the city of New York, which deals with about one-fourth of the total population of dependent children in our country, namely, about 30,000, the experience has been that the average length of time spent by the dependent child in the institution is about two years, and in the Catholic institutions, according to Dr. McMahon, less than eighteen months.

5. How many of the dependent children, who are inmates of institutions or are taken care of on the boarding bureau plan, are returned to their parents and relatives? In our own experience nearly ninety per cent. of our children are ultimately discharged

to their own folks, whereas Dr. McMahon estimates the number of Catholic dependent children returned to their own relatives at fully seventy-five per cent. We have not even approximate figures for the number of children in Protestant institutions, who are either returnable or who were returned to their parents or relatives; but whatever the figures may be, it is quite clear that such figures as quoted by the Jewish and by the Catholic charities of New York are significant indeed, particularly in the face of the possibly exaggerated allegations made by the private home extremists as to the enormous numbers of dependent children that are available for private homes of adoption.

6. Then again, what is the average educational equipment which the dependent child up to sixteen years of age has received either in the institution or during its period of indenture, or while at board in a private home, as expressed in terms of equivalents to our American public school education? We assume, of course, that the educational equipment of the child is one of the most important factors for the future success or failure in life.

7. As to the physical side of the question, it would seem to me to be necessary to obtain comprehensive and scientific data and comparative tables according to years, as to the average height and weight of children in the institution, in their own homes and in the boarding homes, making due allowances for racial differences.

8. In close connection with this problem, we should have at our ready command, figures indicating the mortality in the various child-caring institutions among large groups of infants up to two years of age, among children between the ages of two and ten, and among those ranging in age from ten to sixteen years, together with the causes of mortality, and comparative tables indicating mortality among large numbers of children arranged according to ages in various sections of our country, in their own parental homes, and in foster homes and boarding homes.

9. A question equally as important is the question as to what extent children under sixteen years of age are exploited for labor, instead of being given a training,—in the child-caring institutions of the United States and in the homes utilized for child-caring purposes in our country.

10. Add to this the question of the extent of after-care and after-supervision of children exercised all over the country by the various child-caring institutions and child-placing agencies.

11. A very important question for careful study and analysis is the question of the reasons and motives that impelled the legislatures of a number of states to enact protective and in some cases prohibitory law against the wholesale or other importation of children from one state to another, as practised by child-placing agencies.

12. What are the real causes and motives for the abandonment of a number of child-caring institutions and the substitution for them of boarding bureaus? Was it due to inefficiency of management, to low standards and ideals for children, to inability to live up to higher standards, was it due to poor medical supervision, was it due to poor equipment, or was it due to considerations of economy?

13. Another very important question that has not yet been determined is the problem of the causes of commitment of children to the various child-caring institutions and agencies. A very cursory examination of figures in some of the leading institutions in New York City has revealed the very astonishing fact that in possibly 50 per cent. of the cases of children sent to the child-caring institutions or agencies, *sickness* of the parent or parents is the primary cause of commitment. Would it not be interesting to investigate that question with reference to all institutions in the country and might it not be possible, on the basis of accurate figures obtained, to deduce conclusions that might be of real value in the solution of the problem?

14. Nor are we as yet in possession of thoroughly reliable information as to the number of these children who are total orphans, who are half-orphans with a father living, who are half-orphans with a mother living, of children who are dependent because of mere poverty or destitution in the home, and of children who are dependent because of the immoral character of the home.

15. The next question may be subdivided as follows:

For what age of dependent children, if for any, is the progressive institution method most successful, less successful and for what age least successful. Similarly, for what age, if for any, is

the private boarding and family home most successful, less successful and least successful? And for what age is legal adoption most, less and least advisable?

15. The last, but not least, important question may be formulated as follows:

What are the abuses practised in child-caring institutions and child-placing agencies all over the country, and how have such abuses been successfully abolished by certain of the most progressive child-caring institutions and agencies, and eventually, what are the measures to be adopted in order to abolish them all through the country?

I have outlined some of these questions with a view of pointing out that in order to get to an unbiased and thoroughly reliable judgment it is necessary to *study* these problems, and to *study them with a spirit of reverence and humility*, and if my succeeding remarks covering the work of a particular institution and child-placing agency will add but a mite towards the study of the general problem, I shall feel more than compensated for the work.

The institution which I represent, conducts child-caring work for 750 children on the congregate institution plan and for 250 children on the boarding-out plan.

Eighty of our children are in the seventh and eighth years of the elementary school and forty of our children are sent to high schools, technical schools, commercial schools and colleges. In other words, 120 children out of a total institution population of 750 children, or over 16 per cent., receive an education such as a good and well-situated family would try to secure for its own children. In order to do away with what has been styled institutionalism, we have introduced for our 750 children about forty-five clubs under the efficient supervision of two directors of club work and social activities, and have done away with the old autocratic method of institution discipline by substituting for it a limited and educationally conceived and administered plan of self-government.

We feel that the educational, religious and social training which we give to our children is certainly equal to the training that the average child in the normally good and *not mediocre* home would receive.

But, although we believe that we do everything within our power for the proper care, maintenance, training, education and

general life equipment of our children, in our present congregate institution, we feel that we could do very much better if we had a cottage system in the country, with our own educational plant of a primary, elementary and high school character, together with ample industrial, technical and agricultural activities.

A careful analysis of the causes of commitment of children to our institution in 830 cases has yielded the following very interesting results, interesting particularly since they might possibly be typical of most child-caring institutions in the city of New York:

Tuberculosis: In one or both parents was mentioned as the specific cause for commitment in 130 cases out of the group of 830 children, or, in other words, in 16 per cent.

Insanity: In one of the parents was mentioned as the particular cause for commitment in 64 cases out of 830 children, or in 8 per cent.

Lung trouble, asthma, chronic diseases, removal to some unknown hospital: In 253 cases out of 830 children, or in 30 per cent.

Thus the total number of children committed to our institution because of diseases of the characters just mentioned amounts to over 53 per cent. (or in 447 cases out of 830 children).

In this connection let me say that, although every reasonable effort is made by the various child-committing agencies to investigate the character of the diseases which make removal of the child from its home necessary, it cannot be denied that a still more careful investigation along this line by those agencies might throw more light upon this exceedingly important problem.

It is extremely difficult, at the present time, to determine with mathematical certainty just to what extent tuberculosis in one or both parents is the cause of the removal of the children from their homes. I should not be surprised to find in many of the cases where "asthma" or "general weak condition," or "removal to some unknown hospital," or "lung trouble" is stated as the cause for commitment, that the actual disease is *tuberculosis*. If it is true that our dreaded White Plague is the cause for such a large number of commitments, it becomes quite apparent that the child-caring institution is vitally interested in the problem of waging war against tuberculosis. I have no incontrovertible figures with regard to the number of tuberculous families whose

children have been under the care of our institution for the past three years, but I think that I am rather conservative if I estimate the total number of such families represented by children in our institution at 300. It might be interesting and, perhaps, instructive, for you to learn that in our particular case during a period of three years only two children under sixteen years of age and two of our alumni, of twenty-one years of age, have suffered from tuberculosis. A comparison of these figures with those figures secured by the United Hebrew Charities of New York, with reference to the percentage of tuberculosis cases among children of 300 families supported by that society, reveals the very interesting fact that there were twenty-five children under sixteen years of age suffering from that terrible disease.

As to the length of time which the children spend in our institution, I would say that we have likewise made a careful investigation and found that the maximum of time is a period of two years and three months, the tendency in the last few years being rather towards a reduction than an increase in the length of time.

I have mentioned these items because we believe them to be topics of vital importance in the solution of the general child-caring problem and — with particular reference to our own institution — important factors in ultimately determining what the best child-caring method ought to be for our class of children.

About four years ago we were confronted with the problem of taking care of more children than we had room for within the walls of our institution, and we decided to depart from the institution method by taking care of children on the boarding-out plan. Since the inauguration of the new plan, up to the present time, we have taken care of 1,000 children by boarding them in private families. Although the number is possibly not large enough to warrant generalizations, yet I feel that whatever our experiences may have been, we have certainly passed the experimental stage and we are entitled to an expression of our views, particularly since we are likewise conducting institution work, pure and simple.

In order to avoid any misunderstandings whatever, you will pardon me for making the statement that our institution for the past four years has been graded by the State Board of Charities under the heading of Class 1, both for its institution work and for its work on the boarding-out plan. I make this statement in all modesty, and merely to preclude at the outset any assumption that possibly our boarding homes are not as good or of as high a character as the very best among the other child-caring agencies. And

now to return to our experience: We have found that the boarding home is a superior child-caring method for very young children up to about seven years of age; so much so that we have practically abandoned the policy of admitting children below that age to our institution. We have found, upon careful investigation and medical examination, that during the period of early childhood our children are thriving and developing much better in the boarding homes than in our own institution. I am not prepared to say what effect the cottage-home plan in the country might have upon the children up to seven years of age, and whether or not the boarding-home plan for this class of children would be superior to the cottage-home plan, but I do say most emphatically that as *compared to the care which the congregative institution is likely to give to such children, the boarding-home is the better place.* Our results for our very young children were verified time and again by medical examination made at frequent intervals, as to the general physical condition of the children, their height, weight, and also by frequent inspections of the homes as to the moral influence, physical comfort and happiness of the child or children.

As to the character of the boarding homes, I would say that we have once for all barred families that receive charity and are not self-supporting; we have considered only such families as suitable with whom the compensation for the child's board constitutes merely a fractional, but, under no circumstances, the major part of their income. We have likewise, after some experiments, concluded to have by far the majority of our children under our direct supervision in Greater New York and in the suburbs rather than outside of New York, and a large number of our country homes were abandoned because of the lamentable lack of educational facilities for children who are bound to return to the city and to take up urban occupations, and because of the expense and difficulty of frequent inspection and supervision. I might mention one more point in this connection, and this is the fact that during the period of four years, after careful investigation, we have rejected more than 1,100 applications from families whom we considered unfit for our purposes.

But let me return to our experiences with the children in our boarding-out bureau.

There is a marked period of transition noticeable in children ranging in age from eight to ten years during which time the value of the boarding home upon the child seems to be considerably impaired. We have found, particularly in the homes where the

children have grown up from five or six years to nine or ten years of age, that the disciplinary influence of the boarding-mother upon the child has weakened and that the affection between the two, which was spontaneous only a few years before, had likewise suffered, as a result of the weaker control and influence on the part of the mother. It is not the physical care of the child which has in any way deteriorated, it is almost exclusively a question of the disciplinary relation between the two. Comparing the results of the boarding-home plan for children of this age with the congregate institution plan as conducted in our own institution, I cannot but come to the conclusion that *it does not compare favorably with the institution method.*

But the growing loss of the moral and disciplinary influence of the boarding-home upon the children and the inadequacy and inavailability of the boarding-home become apparent in a very marked degree with children of from eleven to fourteen years of age and over; so much so, that our society was obliged to abandon completely the plan of taking care of children of the ages just mentioned by any but the institution method. The results were forced upon us by the boarding parents. The children had educationally outgrown the boarding-mothers, and although compulsory measures might have patched up the relations between the boarding-mother and the child, it was deemed not advisable to do so.

At the present time the only children over ten years of age temporarily placed in boarding-homes are those who, coming directly from consumptive homes, are sent for recuperative purposes to the country; and even with these children there is constantly more or less friction between the foster mother and the children.

I am beginning to wonder whether other child-caring institutions have found results similar to ours. Children who seem to be entirely out of touch with the boarding-mother, when transferred to the institution, are found to be perfectly happy, sociable and in many cases valuable additions to the intellectual and moral stock of children in our institution. In view of this, I cannot but come to the inevitable conclusion that whereas the boarding-home is a valuable child-caring method for the infant and for children up to seven years of age, its value becomes very much less apparent and in fact insignificant for children in the transition period of from eight to ten years of age, and its value is distinctly negative for children of over ten years of age.

Mr. Mornay Williams at the Washington conference suggested

that at a certain period in the life of the child, the discipline of the school, meaning by this the boarding school or the institution, is absolutely necessary, and he ascribed the greatness of England to no small extent to her great public schools, such as Eton, Rugby, Marlborough, etc. The wonderful growth of the private boarding schools in our own country during the past two decades would seem to indicate a growing recognition on the part of the intelligent and well-to-do parents that there is a certain stage in the life of the child when character and individuality are best brought out not in mother's home, but rather by rubbing shoulder to shoulder with a group of other boys of similar age; and what is true of boys in this period of life, which is styled by educational psychologists as the pre-adolescent stage, is likewise true in the case of girls. I am, of course, fully aware of the fact that many of our child-placing friends deny the value of boarding schools and that they charge them — as they charge child-caring institutions — with all sorts of alleged and real wrongdoings. But many of the wrongdoings are practiced in the good homes, and some of the wrongdoings are even practiced in the very best homes, which fact can easily be attested by experienced physicians and educators. The questions that arise in this connection are rather problems of the psychology of childhood, which has long since recognized this period as the age *par excellence* for the socialization of the child. A growing character coming in contact with other growing characters is likely to develop greater strength and firmness. I do not need to dwell upon the wonderful opportunities that are offered to the child-caring institution for organizing effective character-building team work of the highest order, nor do I need to explain that socialization alone is impossible without individualization. Modern educational thought, both in this country and abroad, emphasizes the fact that the modern home, particularly in industrial communities, is fast disintegrating and that the duty of fitting the child for life has become pre-eminently the task of the school. What bearing our own very limited experience, which is in line with modern educational theory, may have upon the general purpose of institutional — as compared with private home child-caring work, I do not venture to determine. But I wonder whether it might not be an important and interesting line of research to investigate on a large scale, let us say 10,000 private boarding homes, with a view of determining whether or not the experience made on a small scale in our own work would be corroborated universally.

I wish to call your attention to another important experience of the boarding bureaus in general, and, of course, also of our own, which has, to my mind, not been strongly enough emphasized, although reference was made to it by various representatives at the Washington conference; I refer to the deterioration of the boarding or private family home, and the consequent necessity of giving it up for child-caring purposes. In the report of the proceedings of the Conference mention was made by some organizations of an average of about 25 per cent. of cases of children who had to be replaced. In our own experience, the ratio of replacing is above 25 per cent. and is very much nearer to 35 per cent. That the process of taking the child from one home to another, sometimes once, sometimes twice and occasionally three times, does not tend to develop any of those subtle qualities of character which are justly or unjustly ascribed to the influence of the home, hardly needs to be mentioned. Furthermore, the necessity of replacing, in spite of the utmost care taken in the selection of the homes, is a universal experience with the placing-out plan, and certainly points to one of the fundamental weaknesses of that child-caring method. This weakness becomes particularly apparent in the case of older children, the majority of whom when transferred to the institution and brought into contact with numerous social activities appealing to boys and girls in the pre-adolescent stage, grow and develop satisfactorily, and are perfectly happy.

In view of the numerous problems still unsolved, and in view of the many questions still unanswered; in view of the national importance of the whole problem of child-caring work, would it not be wise to have a government commission appointed, if the National Children's Bureau cannot be established, to investigate all these questions in a spirit of utmost impartiality. And if it is not feasible that a government commission be appointed, might we not start by formally requesting our efficient State Board of Charities to undertake the work at least as far as the state of New York is concerned?

CHAIRMAN ROBINSON: The discussion of this paper will be opened by the Hon. James J. McInerney, Judge of the Court of Special Sessions, Second Division, New York City, sometimes called the Children's Court.

JUDGE MCINERNEY: Mr. Chairman, Ladies and Gentlemen: Mr. Levy's paper is a very interesting document and shows that

he has spent considerable time in its preparation. He has suggested many questions for discussion on the question of child-caring, some of which require the compiling of statistics in order to reach a conclusion as to their relative value on the subject.

He has failed to outline any proposed plan or method as to the boarding-out of dependent and orphan children, and he has limited himself to a statement of the results obtained by the institution of which he is an officer, in the cases of children placed out by them. When we stop to consider the great number of problems to be solved in connection with the question as to the scope and limitations of the boarding-out method of taking care of dependent and orphan children, I do not blame Mr. Levy for not attempting to prescribe any particular method and establishing or setting it up as a standard.

I believe almost everyone here will agree that, if the right kind of a home can be found in a private family, it would be better for the child to be placed there than to be confined in an institution. Unfortunately the number of children committed to institutions is so large that many have concluded that it will never be possible to secure a sufficient number of private homes to provide for all the children. Again there will always be a certain percentage of children who have become public charges, and whom it is absolutely impossible to place out by reason of their physical and mental infirmities. I have discussed this question of placing or boarding out with people who have spent their lives in caring for children and am forced to agree with them that we will always have child-caring institutions with us.

Now, it seems to me that, inasmuch as we are to have this class of institutions, it might be well to devote some time and some thought to the proposition of preventing the commitment of children to institutions. By that I mean, has all been done that might have been to prevent the child from becoming a public charge? I am free to say that I do not believe so, and my reason for so stating is based upon the experience acquired during the period I was the Commissioner of Charities in Brooklyn. I found that many children I was obliged to accept as public charges ought never to have been permitted to land in the United States if the Immigration Laws had been strictly enforced. In a number of cases where the immigrants should have been excluded, the families had been assisted by private charity and relatives until the time within which they could be deported had elapsed, then application was made to the Department of Charities for commitment.

Now, I don't want anyone to believe that I am asserting that the immigration authorities have not done what they could with the force at their command to keep out undesirable aliens. I understand that the number of employees in the Department of Immigration is inadequate, but it seems to me that this state is very much interested in having the force increased to the end that the laws will be strictly enforced and the city and state of New York will save a large amount of money and our dependent population considerably reduced.

I also found that parents were forced to apply for commitment of children owing to temporary lack of employment or sickness, but when the children were committed and the parents relieved of responsibility it was hard to get the children discharged and the home re-established. Of course you are all aware that the only remedy provided in this state when a family is forced to apply for assistance is by committing to various institutions, resulting in the disruption of the home. Now, I know that the giving of out-door relief out of public moneys is greatly restricted by law in this state, and I also realize that this law was passed because of the abuses that grew up under the old system; nevertheless, it frequently came home to me that it was cold charity, indeed, to break up a home and separate parent and child, when a little temporary relief was all that was necessary to keep them together until their condition should improve.

After every remedy has been exhausted to prevent commitment, we should then turn our attention to the question as to what is best to be done for the child committed. In this connection I hope the day will soon come when all institutions for children are run on the cottage plan, and located in the country where the inmates will derive the benefits of a plentiful supply of sunlight and out-door life.

Some attention should be given to the instruction of the child in the practical, as well as the theoretical, things of life, so that he may find himself properly fitted to take up the battle for existence when discharged from the home.

One feature in the placing-out or discharge of children, in my judgment, has been sadly neglected. I refer to the after-care or after-supervision exercised over such children. To my mind this lack of after-care is a great weakness in our present system, and some steps should be taken to fill this long-felt want. This is a

problem which calls for tact and discretion, but that it is of importance to the future of the child it seems to me all will agree. It is evident that a child who has been subjected to the discipline and supervision necessary in institutions is very apt to run wild when such discipline is removed. Such children have not been brought up to depend entirely upon themselves and they are badly in need of some kind of after-care or supervision. To my way of thinking this is a fertile field for those who are engaged in philanthropic pursuits, and their labors in this direction would be well rewarded.

Everything considered, the question of caring for the children who are public charges has been pretty well handled in New York state. If you could sit, as I have, as a magistrate in the Children's Court and see the large number of parents who bring their offspring to court, admit their inability to handle them at home, and then consider how well the institutions have handled those committed to their care,—that is, how few are the complaints as to ill treatment,—it certainly would force you to pay a well-earned tribute to the managers and instructors in charge, who have worked so silently and unnoticed and have done so well with the public wards in their charge.

In conclusion, I agree with Mr. Levy that the last word has not yet been said on the question of child-care in institutions, and probably never will so long as the institutions remain, and I am reluctantly forced to the conclusion that, inasmuch as it is impossible to secure the requisite number of suitable homes in private families, and because of the physically and mentally deficient children, these institutions have come to stay unless there is a complete change in the social and economic conditions of the country.

CHAIRMAN ROBINSON: Further time is limited for the discussion, but we will give a few moments to the continuation of the discussion on this paper.

MR. PATRICK MALLON: I wish to say a word or two on behalf of the children who, after a brief term of confinement in one of our reformatory schools,—I speak more particularly of the schools under private management,—are discharged to their parents or other relatives into the same environment as they occupied before their commitment.

Those of us who have been in the habit of attending these Conferences, or the National Conferences of Charities and Correction, know what importance is attached to the supervision of children placed with foster parents.

The most careful inquiry is made into the character and antecedents of families who wish to adopt a child, and when everything is found satisfactory and the child is placed in its new home a constant supervision over it is continued, for years in some instances, or until it is settled in life.

The system of the Catholic Home Bureau, which is perhaps the latest of the placing-out agencies, may be taken as typical of the modern methods in this matter. And yet these children are going into good, respectable homes, where the virtues of temperance and industry are always in evidence; while the child for whom I plead is going back into the home in which he failed before, under conditions somewhat similar to those existing when he was sent to the institution.

It is no wonder that now and then a child who has been an inmate of a reformatory is brought back to the Children's Court, and the bystanders, with little knowledge of the circumstances, jump to the conclusion that the institution has been of little service to him.

Perhaps I have as much first-hand knowledge of this matter as anyone here, having visited the homes of hundreds of children who had been committed to institutions, some of whom were released sooner than they would have been on my recommendation; and a few of whom, I am sorry to say, I have officially met a second time.

I cannot recollect a single case, however, in which the parents did not admit that the child had been benefited by his term of discipline in the institution, and, if the good effects were not lasting, the cause of the failure must be sought in the conditions of the home. Not that these conditions are necessarily immoral; but lack of order and system, a "lawless" life, which unfits a child for its work in the world is the chief evil in many homes.

The need of some system of supervision over children discharged from institutions soon becomes apparent to those of us who had been connected with the Children's Court in Brooklyn from its establishment, as I find a reference to the subject in my report as probation officer for the year 1905. The same idea took shape later in the Brooklyn Juvenile Probation Association, which aims to enlist the services of volunteers in the work of befriending the

children discharged from institutions, who were committed by the Children's Court in Brooklyn. The excellent result of this association's efforts, even without official authority, and depending upon volunteer workers, is the best proof of the greater results which would follow if the work were taken up officially and systematically as a part of the reformatory treatment.

By whom should this supervision be exercised, and how long should it continue? As the supervision of the child after its release is an integral part of the reformatory work, it should be exercised by the institution which has succeeded to the rights, and, therefore, to the duties of the parents of the children committed to its charge.

I do not forget that the institutions make an investigation of the home into which it is proposed one of their charges shall be discharged; but this visit, and it is only a visit in most cases, is not followed up by any system of supervision. Even the State Board of Charities seems to lose interest in a child discharged to a relative.

My suggestion is that no child should be discharged outright without a period of parole, under the supervision of an officer of the institution in which the child has been confined.

For practical purposes, the children would fall into either of two classes — school children or working children. If school children, the institution should ascertain in advance what school the child is to attend and a formal transfer should be issued from the school in the institution to the school in question. This should be followed up within a few days by a visit of inquiry as to whether or not the child had presented himself in school, and, if not, ascertain the reason at once. If the relatives had shown themselves too careless to see that the child was entered in school, it would indicate that they were unfit guardians, and the institution would be compelled to make provision for the child's future.

If the child is of a working age it may be taken for granted that his relatives are desirous of putting him to work at once, to add to the family income. The institution should be charged with the duty of procuring the working papers of every boy of working age discharged, as this is a parent's duty and the institution stands *in loco parentis* to its charges. If the child has not been in school the required number of days, or if he has not attained the standard of proficiency required by the department of education, and is consequently ineligible for a working certificate, it is a wrong to

him and to the community, and to the reputation of the institution to discharge him into the ordinary home, as we know it, until he is fully equipped for work.

It may be said that these children are going back to their parents who ought to take some responsibility. The answer is, that, speaking generally, such parents cannot be counted upon to plan for the child's future. The fact that it was found necessary to commit the child to a reformatory school shows that.

The expense of such a system of parole would be considerable and for many reasons should be borne by the community. As it is, private charity is greatly overtaxed in providing for the class we are discussing. Besides, an institution receiving public money in any form, if the fact is generally known, is for that reason left out of the bequests of the charitably disposed, who suppose that the public is a generous paymaster.

I would suggest that each child remain on parole for a period of at least three months, during which time the name should be carried on the list of public charges, at a reduced rate, of course, such a sum as might be agreed upon to cover the bare expense of supervision,—say a \$1.00 a month. Instead of the statement of the superintendent, that the child was an inmate of the institution, which is necessary on all bills rendered to the city of New York, a note could be made opposite the name, "absent on parole" and a written statement could be submitted by the parole officer in each case as a proof that the supervision for which the public was paying was being exercised.

Just as soon as the child had been properly started on his new life in the world, and the indications were favorable for his continuance in regular habits, the Probation Association or the Big Brother, or the Society of St. Vincent de Paul or the Probation Officers of the court from which the child was committed could be called in to coöperate in continuing the good work.

CHAIRMAN ROBINSON: Is there any one else who wishes to speak two or three minutes on the subject?

MR. HOMER FOLKS: Just to say first that, not having heard the early part of Mr. Levy's paper, I regard the last three-quarters of it as the most valuable paper I have ever heard upon the subject. The suggestion, I understood made in the early part of the paper, that there should be a more thorough-going inquiry than was made preceding the White House Conference is one to which I

heartily agree. I welcome such an inquiry, and deprecate any attempt to regard the conclusions of that conference as other than a summary of the opinions reached up to that time.

I wish to contribute one bit of information in regard to the relation of tuberculosis to orphanage. It was suggested that perhaps in 30 per cent. of the cases that might be one of the causes. A recent inquiry was made in the city of Troy by tracing back through the records of the health department the parents of the children, in the institutions of that city, so far as the parents were deceased. Fifty-two per cent. of the deceased parents of the children (orphans and half-orphans) died of tuberculosis. It is evident that children's institutions have a very vital interest in the question of preventing tuberculosis.

I also find myself in sympathy with the views expressed by Mr. Levy in regard to the question of boarding-out children, to this extent, that I think we would all agree that the preference which some of us feel for the family as compared with the institution diminishes with the age of the child, and that the importance of the family life is greatest for the young child.

I should like to suggest, however, that the breakdown of the boarding-out plan which Mr. Levy emphasized as happening in the case of the other children may be rather exceptional, and may be, to a certain extent at least, in their case, due to the fact that necessarily the Jewish children are boarded with comparatively recent immigrants, that the children growing up of this particular generation speak to some extent a different language and have different ideas and different aspirations and different methods of thought from those with whom they are boarding. I think Mr. Bernstein himself would share that idea to a certain extent; that the particular limitation mentioned may not obtain to the same extent or the same degree in other classes of families, nor in the future, with the Jewish children when boarded with families who have been a long time in this country. I say that, because in observing a considerable amount of boarding-out work I have not discovered that the weakening of the disciplinary power of the boarding home occurred at quite so early an age. I have often said and felt that in regard to the child of twelve, thirteen or fourteen, there were many cases whose admission to an institution I viewed with entire complacency.

I would like to emphasize, if I could, the suggestion of Judge McInerney in regard to the fact that we are not yet doing our full duty in the way of temporary relief for destitute parents

coming before the Department of Charities for destitution; that we are still imposing unnecessary, undeserved and unwise hardship by causing or permitting the separation of children from their parents and their homes in some cases, when wiser and more generous relief would preserve the home itself.

President Williams resumed the chair.

MR. WILLIAM C. MCKEE: Mr. President, I should like to present the following resolution:

Whereas, at a recent conference in Washington the advocates of not less than four different child-caring plans expressed themselves with profound conviction in favor of their respective plans without submitting scientific facts and data; and

Whereas, in reality we have no scientific investigation of any kind with reference to this problem; and

Whereas, the city of New York is said to deal with about one-fourth of the child dependency in our country.

Therefore, be it resolved that this State Conference of Charities requests the coöperation of the Governor and the Legislature of the State of New York to appoint a commission to consist of six experts in child-caring work representing the institutional, the boarding-out, the placing-out and the combined plans to investigate in coöperation with the State Board of Charities the general problem of child-care in our Empire State.

And be it further resolved, that said committee be authorized to employ as many educators, physicians, nurses and investigators as may be deemed necessary, in order to secure accurate and reliable information with regard to the various phases of the child-caring problem.

Be it further resolved, that if the Legislature cannot be induced to set aside an appropriation necessary to carry on this work, the State Conference of Charities requests the mayor of the city of New York to appoint such a commission in coöperation with the Division of Charitable Institutions of the Finance Department of the city of New York; and

Be it further resolved, that if the city of New York find this request to be impracticable the State Conference of Charities requests the Russell Sage Foundation to appoint a similar commission.

PRESIDENT WILLIAMS: If this resolution is seconded, it will be referred to the Committee on Resolutions.

MR. STEWART: I second it for that purpose, sir.

PRESIDENT WILLIAMS: It will be referred to the Committee on Resolutions.

There are one or two matters that should be passed on before the session adjourns. I will call on Mr. Wood, the chairman of the Committee on Time and Place, to report.

MR. WOOD: Mr. Chairman, the Committee on Time and Place recommends that the Eleventh State Conference of Charities and Correction be held in the city of Rochester, to begin on the third Tuesday of November, 1910.

MR. HEBBERD: I move that the report be adopted, Mr. Chairman.

The motion was seconded and carried.

PRESIDENT WILLIAMS: If there is no further business, we will stand adjourned until to-morrow morning at ten o'clock.

FIFTH SESSION.

THURSDAY MORNING, NOVEMBER 18, 1909.

Dr. Henry H. Goddard, Director of the Department of Psychological Research of the New Jersey Training School for Feeble-Minded Boys and Girls, gave a lecture and demonstration from charts previous to this session of the Conference.

This was a demonstration to show that many children are feeble-minded and hence irresponsible, who are not recognized as such by any except highly trained experts.

In his remarks, Dr. Goddard said: They are not recognized because physically they are well formed and often even good-looking. They talk quite fluently and are frequently nothing worse than "peculiar" or "of poor judgment" or "silly" to the casual observer. As a matter of fact they are often distinctly feeble-minded and, if uncared for, finally help fill our prisons and jails, our almshouses and houses of ill-fame. They can never be fully trusted because their animal instincts are uncontrolled and it is never certain that some impulse will not lead them to kill or burn or rob or injure. They can be trained to more or less useful work if taken young. They should be colonized under wise and kind caretakers who will make their lives happy and as useful as possible. This is somewhat expensive but vastly cheaper than to allow them to become paupers and criminals.

It is often argued that these high-grade mental defectives can be made self-supporting and sent back into society. Dr. Goddard presented three lines of argument to show that they are so distinctly different from normal children as to require very different treatment.

First was the argument from growth. Charts were exhibited showing that these defectives are shorter and lighter and stop growing earlier than normal children. Another chart gave the curves of will power as shown by the strength of grip. Here, too, even these high-grade defective children averaged only about a third as much as normal children. From that point there is a gradual falling off until the lowest grades of defectives do nothing at all on this test.

Most remarkable of all was the argument from heredity, where it was shown that a very large percentage of these children come from degenerate families. Charts were shown in which a single feeble-minded girl had *sixteen* feeble-minded relatives, including brothers, sisters, uncles, aunts, cousins and grandfathers. Many

charts of similar character were shown. Dr. Goddard closed by saying: "Children of such ancestry are not like other children and society makes a mistake if it tries to make them so."

The conference convened in the Senate Chamber at 10:30 a. m., President Mornay Williams presiding.

THE PRESIDENT: The Conference will come to order. I am sure that none of us who were in this room and listened to that most interesting demonstration will regret we are a little later in commencing the session this morning.

Dr. Lee K. Frankel, manager of the Industrial Department of the Metropolitan Life Insurance Company, is chairman of the committee on Social Insurance, which committee has this morning's session. Unless there is further conference business, I will turn the session over to Dr. Frankel, who will read the report of his committee.

REPORT OF COMMITTEE ON SOCIAL INSURANCE.

LEE K. FRANKEL.

By the term "social insurance," as developed in various European countries, is understood a scheme of protection for workingmen and other wage-earners which will enable them to make provision against the ordinary risks of life, to secure burial, and, in its more recent manifestations, to give support to widows and orphans. In a more limited sense, it specifically takes cognizance of forms of insurance for workingmen which have been inaugurated under government auspices, or which are encouraged and developed either through legislation or governmental subsidy. In this it is distinguished from private insurance, carried on either through stock or mutual companies, associations for mutual help, friendly societies, fraternal orders and similar bodies. For the purposes of this report, the term may well be extended to include any form of insurance protection which has for the end in view the safeguarding of workmen and small wage-earners.

Essentially, "social insurance" is an attempt to enable masses of individuals dependent on a daily wage to obviate the necessity of public or private charity and to prevent pauperism and dependency by removing some of the more important causes of these evils. Obviously, if much of existing poverty can be shown

to be due to sickness and to the inability of the wage-earner to secure employment, by reason of any incapacity, then any scheme or plan which assumes the possibilities of these contingencies, and provides for them in advance of their occurrence, must be deemed superior to methods which merely attempt to minimize the effect of sickness or unemployment. And, if in addition an insurance scheme may be shown not only to safeguard the workman against the contingencies and risks of his every-day life, but possesses in addition the potentialities of the reduction of the number and degree of these contingencies, any such movement it will be readily admitted, borders on the philanthropic, and becomes a subject of vital importance to social workers.

It is well recognized to-day that there are certain distinct risks which the average workman meets in life and against which he is unable alone to properly protect himself. It is only by the distribution of these risks over masses of individuals that the possibility is given to the wage-earner to guard himself and to make the necessary provision against these contingencies. Under our complex industrial system the large mass of workmen have but little margin between savings and earnings. In many instances there is no margin whatever. Savings, if there are any, become rapidly exhausted in a crisis and are generally inadequate to meet emergencies. Only through a scheme of insurance can the workman be assured protection at the time when he needs it most.

Of the more common and more important risks which the individual, and particularly the workingman, may meet, are the risks of sickness, accident, old age and death. Provision against death has been most carefully and exhaustively considered in all countries and has been, of all forms of insurance, the most thoroughly developed. By life insurance is understood a system of protection which enables the insured to provide against his death should this take place prematurely or not. Based on a table of mortality it has been possible on a scientific basis to determine the amounts which the individuals must contribute to a common fund, based on their respective ages, so that each individual at his death, irrespective of the time when this may occur, can be assured of a definite sum. In its more modern development, life insurance has included, together with the payment of a specific sum at death, the opportunity of a return of the invested sums during life, provided the insured lives out the allotted period.

In its earlier history, life insurance gave opportunity for protection only to the well-to-do or to the individual so circumstanced that he was able to pay the necessary premiums either in annual,

semi-annual or quarterly installments. The policies which were issued by insurance companies had distinct limitations and might be voided if certain requirements of the policy contract were not lived up to. No facilities were offered to workingmen to obtain insurance since, as a rule, the sums assured were so large that the premiums required to meet them were beyond the ability of the average wage-earner. Within the last thirty years, to meet the demand of the working classes for life insurance, an adjustment of this form of protection has been made so that the insured might pay his premiums in weekly installments. In addition, what is commonly known to-day as industrial insurance, offers the opportunity to the wage-earner to protect not only himself but his wife and children, giving him the opportunity through small weekly payments to provide for the death of any member of his family.

In addition to the well-established private life insurance companies, protection against death has been offered through mutual associations of individuals for centuries. The guilds of the Middle Ages, the friendly society movement in Europe, the fraternal orders of the United States and organizations of workmen, such as trades unions, etc., have in various forms attempted to solve this problem of the protection of their adherents and of their families when the death of the wage-earner ensues. As developed in mutual associations, life insurance has been largely confined to providing the means of proper burial, and the development of life insurance on a larger scale so that large sums might accrue to the estate of the deceased has been a matter of comparatively recent growth. The criticism that has been made of so-called "assessment" insurance and of life insurance as developed through the mutual associations in the United States has been directed largely against the unscientific basis of such insurance. It is claimed that without a premium rate based upon a mortality table it is impossible for such an association to remain solvent, owing to the fact that mortality increases rapidly at the higher ages. A more intimate discussion of this particular phase of life insurance is apart from the purpose of this report. It is mentioned here to indicate one of the phases along which protection against death has developed.

A recent development in life insurance for wage-earners is the attempt which has been made in Massachusetts to offer such protection through the medium of the savings banks. In Massachusetts, where this experiment is being made, the law provides that no paid solicitor or collector may be employed, in the hope that through such legislation cheaper insurance might be offered. How-

ever laudable such an attempt may be, it must be recognized that in other countries when experiments have been made to offer insurance to wage-earners, without the use of the agent, the results have been unsatisfactory and disappointing for the reason that a comparatively limited number of individuals availed themselves of the opportunity to voluntarily insure themselves. Excepting under the pressure of compulsion, no form of insurance has been successful in reaching large numbers of wage-earners which did not utilize the services of the canvasser and collector.

Protection against old age in the United States is still in its infancy. In European countries it has become somewhat common to make provision against incapacity of old age through annuities which for the working classes has been largely stimulated and encouraged by governmental action. There has been but little demand as yet in the United States for protection of this kind, and so far as the industrial classes are concerned it is of very recent growth. The trend has been rather in the direction of pension schemes instituted by large industrial establishments for the care and maintenance of their employes when they arrive at an age which incapacitates them for work. In particular, the large railroads in the United States have created and developed pension funds of this kind. The pension as a rule is granted when the employe reaches a certain age, usually seventy, and is adjusted to the length of service. In the pension scheme recently announced by a large trunk line, one per cent. of the average wages for the past ten years for each year of service is paid to each employe who has continuously worked for the company for ten years, and he is seventy years of age. Similarly, labor unions and trades organizations have attempted in a small way to institute superannuation funds for their members. Provision for old age through the fraternal orders is insignificant and undeveloped. On the other hand, the subject is becoming more and more prominent and is attracting the attention of Legislatures and public spirited men. Two years ago, the state of Massachusetts appointed a commission to investigate the subject of old age pensions. The commission is expected to present its report to the coming Legislature. In the establishment funds referred to above it should be mentioned that as a rule the pension which is granted requires no contribution on the part of the employe, the annuity being granted by the railroad or industry as a reward for continued service. To the extent that superannuation funds have been promoted through labor unions, the dues of the members are utilized towards the pay-

ment of old age annuities and pension so that workmen may have the realization of making provision themselves for their old age. Through industrial insurance it is also possible for the workman by small annual payment during his years of efficiency to provide himself with an insurance policy which protects him against death and combines the payment of an annuity when he arrives at the age of sixty-five.

Protection against the results of accident is likewise in a most undeveloped form. In a limited number of industrial establishments, and particularly in the large railroads, benefit societies have been created to which the employer may or may not contribute and which undertake to compensate the member if he be the victim of accident due to employment. Similarly, accident insurance companies have been organized for the purpose of granting indemnity to those whom they may insure for both occupational and non-occupational accidents. Only in a very limited way has this been taken advantage of by workmen, partly owing to the fact that certain forms of occupation are excluded, or, if they are admitted, the premium charges are beyond the means of the average individual.

Protection against sickness through insurance is likewise in a comparatively undeveloped stage in the United States. Large industrial establishments, railroads, etc., have through the sickness benefit societies endeavored to meet this situation. Provision against sickness has always been a feature of the benevolent work of the trades unions. In the fraternal order, one of the impelling motives for their creation has been the care of the member during illness in connection with the other benevolent activities of these mutual bodies. Many of the large fraternal orders in the United States have developed forms of sickness indemnity, either through the central or parent body, or through local branches. In fact, the larger development of sickness insurance has been through the lodge in the affiliated order. The reasons for this are obvious. It has been the general understanding that sickness insurance reaches a higher development, can be more adequately supervised and simulation be better guarded against through small local organizations, where the members are acquainted one with the other and where it is possible to render services immediately should a member become ill. While the activities of the labor unions, industrial benefit societies, and the fraternal orders cover a large number of individuals, the statement made above that sickness insurance for the wage-earner is still undeveloped remains true.

The great mass of wage-earners, particularly those connected with unorganized trades, and those who are engaged and employed as day laborers, are not connected with benefit societies, trades unions or fraternal orders, and have no opportunity to guard themselves through insurance against the risks of sickness.

Of all the risks of life, the risk of sickness is the most universal and frequently the most harmful. While it is true that all individuals die, death to most men is something that does not come home to them until mortal illness lays them low. The average workman, likewise, does not look forward to the time when he may become old and incapacitated. The period of the sere and yellow leaf is for him a thing of the distant future. While accidents occur with frequency, they are not in a sufficiently large proportion to make the average workman realize the necessity of guarding himself against them, and under our existing laws he prefers to take the chance of recovering from his employer, on the supposition that accidents in the main are due to the negligence of the latter. It is important to note that the United States still remains the exception among civilized countries, in that it holds the employe liable and compels him to assume the burden of industrial accidents unless the negligence of the employer can be demonstrated. The appointment of commissions in various states in the union who study this most important question is significant and indicates that the time may be rapidly approaching when we may have compensation laws similar to those in force in other countries.

Sickness, on the other hand, is an every-day occurrence. It is a calamity which under our present conditions, at some time or other, afflicts everyone. It is something which comes home to one and all. It not only affects the adult but the child as well, and it is the one evil above others against which the workman feels the need of protecting himself. The possibility of sickness is frequently the compelling motive inducing him to attach himself to a benefit society, fraternal order, or labor union, so that he may obtain benefits in case he becomes ill.

The subject of insurance against sickness becomes of pronounced importance when it is realized that many of the economic problems which confront social workers, and particularly organized charities, are the results of sickness. If anything has been brought out in the development of charity organization societies during the last ten years it is the significant fact that many of the evils which are met by social workers can be traced back to bad housing and

living conditions and long hours of toil and insufficient wages, producing low vitality. This culminates in the breakdown of the individual living under these conditions and in his eventual incapacity and inability to earn, due to disease. We have to a large extent gotten away from the belief that vice, crime and pauperism are essentially due to viciousness, shiftlessness and unwillingness to work. We have seen a new light in the realization that many of those who are the particular concern of relief organization and of the charitably inclined are the victims of their environment, and not the products of their own willfulness and lack of character. The part which unprotected sickness plays in the problems of charity is shown by our orphanages and other asylums for children. Our relief organizations expend a large portion of their energy and money for the care of men, women and children who are poverty stricken by reason of the fact that sickness has sapped their resources and that there is no income from other sources to equalize the drain.

As a purely economic proposition it is becoming more and more evident that in the social activities of to-day the greatest thought and consideration should be given to devising ways and means, whereby the waste attending sickness can be obviated and under which individuals who are stricken by disease shall not become charges on either public or private philanthropy.

One other thought should be advanced here in connection with the question of insurance. The ability to make provision against death in the form of life insurance, or against old age either through savings in the forms of endowment insurance or old age annuities, or even to provide against the possibility of accident, is dependent upon the ability of the individual to guard himself against the risks of sickness. When sickness means, as it does to-day, the financial embarrassment of the wage-earner, with a subsequent impoverishment not only of his vitality but of his purse, there remains no possibility of his guarding himself and his family against the other mischances of life. Until, through some comprehensive plan, the workman will be enabled to tide himself over the period of illness so that he shall have opportunity for convalescence, and at the same time receive insurance benefits sufficiently large and covering a sufficient length of time to enable him to live, the difficulty will always be present that any savings which he may have accumulated will have to be applied toward his care during sickness and prevent him from making provision against accident, old age and death.

Europe has taught America a lesson in this respect. Even in European countries where voluntary insurance is still in force, either under governmental subvention or other legislation that is particularly friendly, opportunity has been given to workmen to organize themselves in sickness associations so as to receive benefits when they are ill. In other countries, such as Germany and Austria, where it is compulsorily required that all workmen be insured, sickness insurance has been the first to develop and is the basis of other forms of insurance. In fact, without a thorough development of the sickness insurance features under the compulsory plan of Germany and Austria, it would have been impossible to develop insurance against sickness, invalidity and old age. Sickness being imminent, constant and ever present, it is vital in any plan, looking to the protection of the laboring man, that insurance against sickness should be developed to its fullest extent.

Another phase of the situation as taught by Europe is worthy of consideration. Not only have the sickness clubs in Germany and in Austria benefited the members in so far as assistance during a period of illness is concerned, but under the democratic form of organization current among them, it has been feasible to develop preventive measures. The sickness societies in cities like Berlin, Dresden, Leipsig and Vienna are engaged not only in the care of the sick members, but utilize every means in their power to bring to the notice of their respective constituencies, special conditions which are prejudicial to health and endeavor to obtain the coöperation of their membership in bringing about the removal or eradication of these conditions. Propaganda of various kinds have been developed, even to the extent of distributing tracts, pamphlets and other literature among the members of the associations indicating to them how they may guard themselves against disease. The value of these organizations cannot be better instanced than by indicating a development that has taken place in the city of Vienna. The federated sickness societies of this city carefully tabulate the sicknesses which occur among their members due to industrial accidents. Subsequently moral pressure is brought to bear upon the employers in whose establishments these accidents occur, either to introduce necessary safety devices or to do away with conditions which may exist in their respective factories inimical to the health of their workmen.

Sickness insurance has developed in the cities above mentioned so highly that in many of them there is to-day a centralized association of sickness, thoroughly democratic in character, the admin-

istration of which is left largely to the representatives of the workmen and is so highly organized that any individual workman becoming ill is entitled to the best of medical care, hospital treatment and receives, at the same time, a cash benefit for support during the period of illness. Nor is this the limit of the energies of these associations. Everywhere the effort is made to restore the sick member to health at the earliest possible moment. This is done in realization of the fact that he is an economic factor and that in good health he is of economic value, while, during his illness he is an economic loss to the community. The associations do not stint themselves nor do they hesitate to go to any expense to give opportunity to a sick member to get well at the earliest possible moment. Convalescent homes, sanatoria, hospitals of various kinds and even, if necessary, removal to other climates and other surroundings, are readily granted as a benefit to which the member is entitled.

It may not be amiss here to cite in a few words the system of insurance against sickness current in Germany. This particular country has been selected, for the reason that sickness insurance is more highly developed there than in other countries in Europe. Every wage-earner in Germany earning less than a definite income is compulsorily required to be insured against sickness. The contributions for the sickness fund are paid in part by the employe and in part by the employer, the former being charged with two-thirds of the premiums and the latter with one-third of the cost. At the time the compulsory insurance law went into effect, sickness insurance in Germany was administered by a large number of small sickness clubs, which were made use of in developing the sickness insurance scheme comprised in the law. More recent developments have shown the desirability of centralizing the small organizations into a compact group, so that to-day, at least in the larger cities, there is but one sickness club for the entire municipality to whom the contributions of the employer and employe are paid and who undertakes to pay the sickness benefit and to give medical relief. These large centralized clubs are carefully organized and under efficient management, so that benefits are granted and medical assistance given adequately and without delay. The centralized system has shown, furthermore, that it is possible to prevent simulation and that the results are superior to those formerly obtained under the system of small clubs.

Alongside of insurance against sickness, accident and old age, other forms of social insurance have been developed to a greater

or lesser extent in Europe — of these the most important, by reason of its growth, is insurance against invalidity or disability. It is recognized that many illnesses which incapacitate the workman from continuing at his occupation are due to the occupation itself, and should be compensated by industry in the same manner as industrial accidents, etc. Again, many illnesses, while they cannot be described as occupation diseases, may nevertheless be attributed, as least in part, to the tension and drain of present-day industries. To the extent to which industry, directly or indirectly, is responsible for disability and invalidity, it is being asked to bear its share of the burden of supporting those who become disabled.

Cognizance has likewise been taken of the fact that industry is annually recruiting more and more women in its ranks and that the problem of the working mother is one that must be seriously considered. If future citizenship is to be virile and efficient, it is essential that the mothers of future citizens be safeguarded and that their progeny be permitted to begin life without handicap. To permit working women to fortify themselves against motherhood and to rear their children under conditions permitting of healthy growth, efforts are being made in various European countries to create so-called maternity insurance. Under this scheme it is proposed to pay benefits to a prospective mother for a definite period prior to maternity, so that she shall not be compelled to engage in hard work. Similarly it is proposed to extend the benefits of insurance to the mother, so that she may nurse and rear her newly-born infant. In fact, under the scheme as proposed, the amount of benefit to be given is proportioned to the length of time during which the mother refrains from arduous employment and voluntarily nurses her child.

Another proposed innovation in the field of social insurance is the extension of pensions to the widows and orphans of workmen. Under the accident insurance system of Germany such a scheme is already effective. It is probably only a question of time until a similar plan becomes effective for all of the industrial population, and not only for those injured in industrial occupation.

It is admitted that there is a weak spot in the scheme of social insurance which seriously militates against it. The insurance protection which is offered in whatever phase is effective only so long as the insured is engaged in gainful occupation. Voluntary or forced unemployment for any length of time means, in most instances, deprivation of insurance benefits, since only those are

protected who are wage-earners, and does not extend to others who are voluntarily or involuntarily idle.

The attempt is being made on a small scale to overcome this difficulty through insurance against unemployment. Various expedients have been suggested, but as yet none is comprehensive and fundamental. It is interesting to note that in one country the trades unions have been used as the vehicle for unemployment insurance, and that it has been possible to extend insurance benefits through labor organizations, even to those who are not affiliated with such organizations. While, as stated, the development of insurance against unemployment has been limited, and the difficulties in the way of its extension seem insurmountable, it is recalled that other forms of social insurance have taken root but slowly and in the face of apparently great obstacles. When insurance against unemployment becomes as universal as sickness insurance, accident insurance or old-age insurance it is hoped that an institution will exist sufficiently comprehensive in character to protect workmen against the ordinary risks of life.

The subject of social insurance as cursorily summarized in the foregoing has been made the basis of this report in the belief that no subject of greater weight and importance can be discussed by the Conference. The trend of modern philanthropy is almost altogether along the lines of prevention. The causes of poverty and distress have been studied assiduously and it is recognized that in many of their phases they are avoidable. Our brethren of older civilizations have grasped the essentials of the doctrine that sickness is a drain on resources which must be provided for; that accidents are in part due to industry and must be compensated; that invalidity is frequently the product of occupation and entitles the afflicted individual to a corresponding benefit, and, finally, that old age presupposes inability to work and the necessity for support.

In whatever form social insurance may have developed, the effort has been made to keep it free from any implication of charity. If the cost of such insurance is in part borne by the employer, it is on the assumption that industry should bear its share of a common burden. The workman, too, has been educated to appreciate his particular responsibility and to make his proportionate contribution. As a social factor, whatever may be its shortcomings, workingmen's insurance has of necessity tended to develop thrift and inculcate a sense of duty and responsibility. Of highest importance, however, from our American viewpoint, is

the realization of the importance of a "Laissez Faire" doctrine as applied to the emergencies which confront the working classes. Either the cause of industrial distress must be eradicated, or, pending their removal, comprehensive plans must be matured to minimize their effects, in advance of the occurrence of these effects.

CHAIRMAN FRANKEL: The first paper on the program is entitled "The Social Significance and Utility of Insurance," by Miles M. Dawson, consulting actuary, New York City. Mr. Dawson was consulting actuary in the Armstrong insurance investigation of 1905. I take pleasure in introducing Mr. Dawson.

MR. DAWSON: The report which we have just listened to,—our report, for I am a member of the Committee, though I didn't have an opportunity to see it, but all of us, I am sure, endorse it—is a very happy introduction to what I am about to say to you.

The words both of Dr. Frankel and myself, and of those who follow, for that matter, will also be greatly emphasized by what has taken place out in Illinois within the last few days. It sometimes seems to me that, if we have any one thing for which we should blush, it is the want of practical business qualities in our people when it comes to public business. Within the last forty-eight hours, every paper that has printed anything like a full account of what has taken place at Cherry, Illinois, includes a statement which has not missed, I am sure, the attention of any person here present or any person interested in charity, and which virtually is: "For God's sake, if you can do anything, do it quickly for these miners, widows and orphans." Yet there is nothing more manifest than that, if we really had business qualities in the United States and made use of them for some purpose other than personal aggrandizement, such an appeal could never have gone forth; for the financial loss by reason of the human lives destroyed at Cherry would have fallen, through our exercise of our business qualities, upon the coal industry and would have appeared in the coal bills which will be paid by the people who consume that article. That is already the accepted method of dealing with this thing throughout the civilized world; and to make that statement, virtually carries with it the further statement that a people which is so wanting in business qualities as to permit these conditions to continue to exist are thereby in this regard shutting themselves out of the pale of civilization.

And that is not all. Had there been a system of social insurance, which the proprietors of that mine and of other mines which have been giving us an equally bad example of improper conduct, been compelled to pay for, as they would have been in Germany, for instance, they would not have been carrying torches through the mine as they were. Experience shows that social insurance would have regulated that question a great deal better than the laws of Illinois regulate it. They would not, under such a system, have been carrying torches in the neighborhood of baled hay, where it was an absolute certainty that what would happen some time would be the death of nearly every man in the mine; because the same business qualities that would cause us to treat this thing as it should have been treated, would have enforced the regulation of social insurance by a means that is always effective, that is, by heavily increasing the rates of premiums to insure a mine which permitted this.

Dr. Frankel and I found in Europe, for instance, just a little significant thing that I might state now, as to the means by which they enforce their regulations. I only give it as one illustration. The mutual insurance society of employers in the iron industry go so far in their regulations as to enforce the following: "That workmen must not have their trousers inside their boot tops." The reason is that, if molten metal happens to be poured down the trousers when outside, nothing serious will happen; if inside, something very serious will happen.

Proper regulation of these things by a system of social insurance, while it might not go in all instances quite as far as the case I have cited, would certainly prevent a vast majority of such appalling occurrences as that to which I have just now adverted.

It is not possible in the short time which I have, and which I do not wish to exceed, for me to attempt to cover the whole question of the social significance and utility of insurance, and I shall, therefore, confine myself to the social significance and utility of life insurance.

THE SOCIAL SIGNIFICANCE AND UTILITY OF LIFE INSURANCE.

MILES M. DAWSON.

Life insurance is conceived of by most persons as a purely individual matter. It is true that as a result of education in life insurance, most husbands and fathers feel that a duty rests

upon them to protect their families by life insurance. This however, is also conceived of merely as a private matter of interest only to the husband or father and his family. To relatively few has the truth appeared that there is also a social duty involved.

Yet nothing is plainer. If the duty to support wife and children is not merely a duty to the individual, but one in which society, as a whole, is interested, and which it has a right to enforce, that duty does not cease at the grave if, through the instrumentality of life insurance, it is possible to provide for their support, after death removes the husband and father.

At bottom the two things are the same. The interest of society that wife and child should be supported by the husband and father during his lifetime, may be analyzed as follows, viz.: First, because in event they are not so supported, there is a great likelihood that the community at large will be required to support them. Second, that in case the community at large should be called upon to support them there are other evils attendant upon the pauperization of a family, will be likely to result, the cost of which may greatly exceed the direct financial consequences to the community. Third, that even though the community should not be called upon to support them, it is probable that by reason of the unexpected burdens which are thrust upon the wife and her children, many evils of ignorance, dire poverty, excessive pressure of worry and labor and of great mental anxiety and temptations to vice, and even to crime may result, all of them to the detriment of the entire community, as well as of the person so affected.

It would be difficult to select any one of these, which is not as applicable when these conditions are created by the death of the husband and father, as when they are created by his abandonment of his family. In other words, society, which is merely a term of the community at large, appears to have identically the same interest in enforcing as a civic duty, the protection of the family against the consequence of the premature death of the breadwinner, as it has for enforcing against the breadwinner the other civic duty to his family while he is living.

This is doubtless an advanced position, and possible one which will not be taken in the United States of America for many years to come. It has already, however, been introduced by the German government, in the form of a project for compulsory widows and orphans' insurance, to be introduced in order to round out a system of so-called social insurance, which has been so widely developed

on a compulsory plan in the German Empire, and which already embraces insurance against accidents, against sickness, against invalidism and against old age.

But even though it should not be recognized at this time, or for many years to come, in this country, that there is a civic duty to insure, which might properly be enforced as an obligation, that fact constitutes no reason why we should blind our eyes to the significance and utility of life insurance in connection with the community, for, it goes without saying, that to whatever extent life insurance is actually availed of, the community receives the benefits without regard to whether the insurance is compulsory or voluntary. The chief difference must necessarily be merely that in the former case all persons in the community, who, if they do not carry life insurance, are likely to leave behind persons who will be dependent upon the community for support, will be insured; while, when the insurance is voluntary, this desirable goal may not be attained. But to whatever extent it is attained, the voluntary system operates to subserve the interests of society precisely as compulsory insurance would.

It is known, likewise, that there are certain decided advantages which may conceivably be worth all that voluntary insurance costs over and above the necessary cost of insurance on a compulsory basis. One of the advantages claimed for it is that it develops character, that is, by reason of the fact that one insures because he sees and appreciates his duty, what he does, being an act of choice, he is the more a man for it; and, therefore, a better citizen and more likely in all other respects as well to serve the community better than a man who might do the same thing under compulsion.

A large part of the cost at the present time consists of compensation to agents for their services in instructing possible applicants for insurance and convincing them of its merits, overcoming their inertia and inducing them to act. The argument is that this cost is fully covered by the benefit to the character of the men who thus act in the performance both of their private duty and their civic obligation, without the least suspicion that it is a thing which even might be demanded of them if the state were so minded.

It is unquestionably true, likewise, that, until almost all men are convinced of the merits and desirability of life insurance independently and for themselves, the community is not prepared to enter upon the plan of compulsory insurance. It is only when and because a vast majority of the people is convinced of its merits

and desirability that its introduction as a civic obligation is feasible. Therefore, if voluntary life insurance has no other function to perform for the benefit of society, it would be performing the absolutely essential function of a forerunner and educator, a large part of its expenditure being for the direct purpose of education.

What has been accomplished in this matter, likewise, is not small. The amount of insurance carried in the United States in regular life insurance companies, assessment societies and fraternal societies is estimated to be about \$17,000,000,000, or about \$170 for each man, woman and child on the average; or on a basis of five to a family, not less than about \$850 for each family. These are large figures, and it is comparatively rare to find men who do not carry any life insurance protection for those who are dependent upon them.

There is a yet further and greater significance to be attached to life insurance, likewise, which may well be outlined as follows, viz.:

Human society, in its organized form of government, came into existence originally as a defensive and offensive alliance of individuals, coming together for the purpose of protecting one another against force; that is to say, chiefly against being despoiled by force, although, of course, the protection extended, likewise, to an endeavor to protect men's lives against outside attack. Society has not wholly outlived this stage, even in the most civilized communities. This protection is yet not only necessary, but also imperfect, though crimes of violence are relatively few.

The next stage in the development of human government was the introduction of protection against fraud. A body of law has grown up which endeavors to furnish as adequate safeguards as possible to persons and to property against the more insidious attacks of persons who do not make use of force, but seek to attain their ends by deception and fraud.

It is not necessary to say that this function of society is as yet very imperfect; but we are constantly engaged in improving it, and, in any event, it has come to be recognized in all civilized nations that the citizen is as much entitled to be protected against spoliation by fraud as against spoliation by superior force.

Wrongs inflicted by force and by fraud are at first blush purely individual, precisely as the wrongs inflicted by a husband and father through the abandonment of his family, or through leaving

them at his death without the protection of life insurance; but a little consideration reveals that here, too, we are dealing with a thing which has great social significance, for, if the rewards of real service of other men are to be taken from those to whom they fairly belong, either by means of force or fraud, the incentive to service of other men is thereby very sensibly lessened and may be destroyed and converted into an incentive to engage in spoliation in turn. In other words, the presence of the condition that force and fraud go unchecked and unpunished is, and must be, to divert the minds of men from the contemplation of well-earned rewards of service of their fellowmen, to contemplation of tempting returns to be had by preying upon their fellowmen. Obviously, this is against the interest of the community and is the antithesis of social service.

It is not perhaps at once obvious that society has a similar interest in extending its protection to individuals against the vicissitudes of mere fortune, since it does not appear that necessarily the misfortunes which fall upon men and families, and at times destroy them, are the results of the efforts of designing men who injure their fellows, but, on the other hand, it is not necessary that this should be the case in order that society may be interested in the matter. Moreover, there is also much truth in the old saying: "It is an ill wind that blows no man good;" for the misfortunes of men are usually the good fortunes of others. Society must also be vitally interested in preventing a man's deprivation of the fair rewards of his service of his fellowmen, by reason of misfortunes, because in a manner similar to that by which force and fraud lessen the incentive to social service, the uncertainties which arise from fortune, likewise lessen this incentive, both directly through the reward being uncertain, and indirectly by making it appear that the rewards reaped at times by taking chances are richer, easier to obtain and much more honorable and desirable.

Precisely, therefore, as society developed means of protecting individuals against force and fraud, first by voluntary coöperation, and later by means of human government, it has now been engaged in developing, by voluntary coöperation and through the instrumentality of life insurance, protection against the direst misfortune that can come to a family. This system has already in Germany and in Austria, found such favor that is likely to be incorporated into the system of social insurance as a civic obliga-

tion; and in our own country it at least deserves, and should receive, every possible encouragement from the state and from all patriotic and philanthropic citizens.

CHAIRMAN FRANKEL: Dr. Oscar H. Rogers, the medical director of the New York Life Insurance Company, will open the discussion on Mr. Dawson's paper.

DR. ROGERS: Mr. Chairman, and Ladies and Gentlemen: The function of life insurance is to provide a fund to meet the economic crisis in the family caused by the death of its main supporter. This fund enables the family to readjust itself, to prepare and equip its members to take up the duties and cares of life. Without insurance the family is either thrown upon the mercies of the world or has to take up its work ill prepared and inefficient. By its aid the wife and children are given time to equip themselves to take their proper places in the activities of life.

Every human being who reaches maturity and assumes the responsibility of parenthood has a right to look forward to the biblical three score years and ten of activity and usefulness, but the accident of premature or untimely death is always impending and with mathematical certainty is cutting off a constantly increasing number of these adult lives until, as the goal is reached, much more than half of them have fallen by the wayside. If this were not so, life insurance would be superfluous. But with that accident ever impending, it must remain in increasing degree a component part of the machinery of efficient social organization. The social utility of life insurance lies in the greater preparedness of its beneficiaries to share in social activities, in their superior equipment and more perfect adaptation to their environment.

That man who takes to himself a wife assumes all of the responsibilities that the act entails. He must provide for her and for the children which result from their union. Before the advent of life insurance, if he provided for his family during his lifetime he was thought to have fulfilled his obligations to his family and to society. With the coming of life insurance, the concept of man's duty has broadened to include his provision for his family until they are able to take up for themselves the obligations of life. No other institution has done so much to develop and fix in the minds of men this broader concept. Those who have worked in the field of life insurance have preached so efficiently this gospel of man's broader responsibility to wife and children that few

indeed are left among us who do not realize it. The social significance of life insurance lies in this broader concept of duty which has been given to humanity by this process of education. Good citizenship no longer consists in providing for the family during the lifetime of the provider, but it involves also an obligation to carry on that provision even after death.

We cannot accept the view that human society in its organized form came into existence as an alliance of individuals for the purpose of protection against force. Man is the most gregarious of animals, and gregariousness involves coöperative effort, defensive as well as offensive, constructive within the aggregate as well destructive against other groups, and it is the broadening of the element of sympathy, of mutual dependence, of mutual coöperation, from small groups into larger ones, from towns and cities to states and nations, which constitutes the flower and fruit of civilization. We are coming to see, as never before, that injury to one is an injury to all; that the welfare of even the least of us is as important in its degree as the welfare of the greatest.

Human progress seems to be a matter of experiment. A group of enthusiasts takes up some enterprise which it believes will be to the advantage of society. If this enterprise produces results which inure to the common good, the example thus set is copied by other groups, until society at large takes it up and makes it applicable to all of its members. The modern hospital originated in this way, first in religious communities and, recognized later as a necessary part of the social equipment of every community, hospitals now have become municipal, state and national affairs. The kindergarten is just emerging from the same experimental stage and is now coming to be a part of our school system everywhere. It is the same with playgrounds. These are springing up in the larger centers through the coöperative effort of small groups of people, but it needs no prophet to see that the time is not far distant when they, too, will be taken over as a necessary part of social activity. The time was when education was looked upon as a private enterprise, when the responsibility for the education of the youth was thought to be the business of the family, but in process of time it became recognized that it was really vital to the state that its citizens should have at least a minimum of education. What was formerly thought to be nobody's business save that of the parent came to be recognized as the concern of the community at large. It is just so with life insurance. It has been passing through its experimental stage. It has now reached the point in its history

where it must be accepted as an integral part of the duty of society to maintain — indeed in some countries it has already been so accepted. We cannot share the views of those who believe that all life insurance must continue to be maintained as a private enterprise. It is as necessary to the life of the state as is education. It is as necessary as the kindergarten — as necessary as any other one single enterprise because it means good citizenship as against inefficiency and ignorance.

Life insurance takes the burden of death from the shoulders of the individual family and distributes it throughout society. Within a week the country has been shocked by the announcement of the death of nearly four hundred miners in a single disaster. It needs no vivid imagination to picture the cruel suffering, the deprivation, the mal-adjustment of those women and children who are thus left destitute in the midst of plenty. These miners who thus met their death were contributing their full share to the welfare of our common country. Their loss is not only a loss to the state but the burden of that loss should be borne by the state. It is unfair, it is unchristian, it is uneconomic, that the burden of this loss should fall upon the defenseless women and helpless children who are thus left destitute. It cannot be that we shall continue indefinitely to look upon the accidents of industry or of life as no affair of ours. If the needs of society demand that the lives of men shall be placed at risk, society should bear the burden of that risk. What is true of deaths from accidents is also true of deaths from diseases which are produced by the various unhealthful occupations — what is true of those is true of the less unhealthful, and so we are led by insensible degrees to accept as coming within the duty of the state the insurance of all persons in the state, whatever their occupations.

I do not like to think that this view is "one which will not be taken in the United States of America for many years to come." I am fully alive to the obstacles which inhere in our constitution, which separates us into nearly fifty independent sovereign communities. I think, however, that we can see an increasing tendency to regard that great instrument as one which should be changed as the needs for change arise. And if the coöperative effort of our great nation of nearly one hundred millions of people is hampered in carrying out anything that it is our duty to do, that instrument must be changed so as to permit us freedom of action.

Seventeen thousand millions of insurance in force! An average of eight hundred and fifty dollars per family! An average, prob-

ably, of one year's income! For two reasons this amount of insurance is not adequate. First, no man is adequately insured who has provided for his family but a single year's income in the event of his death. It is impossible for a family to readjust itself in so short a time after the death of its head. The insurance should provide for several years' income, probably five or six. We are insured for very much less, probably one-fifth or one-sixth of the amount for which we ought to be insured. In the second place, a great deal of the insurance now carried is for sums much smaller than a year's income, probably little more than enough to pay funeral expenses. And worst of all, a considerable part of our adult population is totally uninsured. In this last class are to be found those who live closest to the border-line of abject poverty. They are already the least well equipped. They need and should have more time to adjust themselves. They are those who are most in need of life insurance.

We may brush aside as trivial the advantage claimed for voluntary insurance, that it develops character. Character thus developed is too costly. Character building of one-fifth of the people to the neglect of the other four-fifths is too expensive. This same argument was formerly used with respect to education at public expense, but has long since been swept into oblivion where it belongs. Nor need we wait until all men are convinced of the advantages of insurance. Government among us is by majorities. A strong public sentiment is all that is needed. Those, therefore, who speak with authority should speak in no uncertain terms of the necessity of life insurance for all the people, so that the generations which follow us shall not have been pitched headlong and unprepared into the activities of life, but trained by a reasonable period of preparation to add their part to the welfare of the nation.

CHAIRMAN FRANKEL: We will proceed to the reading of the next paper entitled, "The Social and Economic Aspect of Fraternal Insurance," by Dr. R. J. Brodsky, of New York City.

SOCIAL AND ECONOMIC ASPECT OF FRATERNAL INSURANCE.

DR. R. J. BRODSKY.

The insurance of human life and health is at present conducted in the United States by various organizations, among which may be mentioned regular old-line insurance companies, both stock and mutual, independent local benefit societies, trade unions, fraternal

insurance association, friendly societies and so-called establishment funds. These organizations are all founded on the same principle of coöperation, namely, that damage to one individual should be borne by all persons composing the organization, and that each should contribute his share towards the common fund, from which the losses to the individual should be paid. The essential differences between the organizations is in administration, whether those insured themselves conduct the machinery of insurance, through elected officers, whether the function of insured and insurer is combined in the same person, or is strictly separated and the insurer alone administers the whole business. In the former case we would have to do with "coöperative insurance," in the latter case with private insurance. Local benefit societies, trade unions, fraternal insurance association and, in principle, mutual insurance companies are instances of the coöperative form of insurance enterprise, the stock companies and the establishment associations, more or less, are instances of private insurance enterprise.

The present paper will deal with one group of coöperative insurance the fraternal beneficiary system in its social and economic aspects.

By fraternal insurance or the fraternal beneficiary system we understand the system of mutual protection of life offered by such associations which have primarily been and still are formed for the promotion of social, educational, religious, national, racial or social political ends. They have further a widely developed system of subordinate but at the same time self-governing branches, or "lodges" and a ritual. Of the various kinds of insurance given by these associations, life, sickness, accident, old-age insurance, etc., the life insurance is the most prevailing, and it has to be interpreted in the sense of protection against the ordinary troubles of life. For insurance of persons who live and work under extremely hazardous conditions is out of the sphere of typical fraternal associations.

Basing the management of affairs on strictly representative principles, the fraternal association admits but adults, of both sexes, morally and physically worthy. With the purpose of giving protection for mutual benefit, every consideration of profit is excluded. The association intends to give protection at actual cost, by which is frequently meant that each living member of the association is required to contribute an amount necessary to pay the liabilities resulting from death, sickness or injury of the

immediate present, and not an amount sufficient to meet the necessarily increasing liabilities of the organization in the future. The "common fund" is mostly collected on the assessment plan in its various phases of development. Hence, the majority of fraternal insurance associations is able to furnish a term not "whole life" insurance, a temporary and not a permanent protection.

The most popular policy in fraternal associations is \$1,000, the extremes, both quite rare, vary from \$250 to \$5,000. The cost for \$1,000, together with the lodge dues, to an average person of thirty-eight years, is \$15 to \$18 a year, payable monthly.

The cost of insurance may indicate the classes which patronize the fraternal associations. We miss the unskilled laborer entirely. For the systematic contributions toward the social and insurance budget of the lodge are beyond his earnings; but farmers, small business men, professional people and clerks make up the bulk of the membership. The skilled mechanics, although they are by no means a negligible quantity, yet are not strongly enough represented to influence the general policy of the fraternal associations.

A fraternal association has, on the average, a membership of between 10,000 and 50,000 persons. The total number of such associations operating in the United States and Canada is nearly 600, with a membership of 7,000,000 adults of both sexes. Of the women nearly 1,000,000 are organized in their own orders. Assuming that on the average an adult represents three persons, we may say, in round numbers, that 20,000,000 persons find shelter in fraternal insurance and intrust their savings to the fraternal organizations. Geographically, the fraternal insurance predominates in the western states; its lodges are also more numerous in rural districts and middle sized towns than in industrial centers and large cities.

The figures just given cover only fraternal organizations with the life insurance feature. Several millions of persons may also be added, who belong to similar associations without the insurance feature — such as the Order of Free Masons, Odd Fellows, Foresters, Good Templars, Red Men, Elks, Eagles, Hibernians, etc. These masonic and secret associations are actually parent organizations of the insurance associations in question.

But one might be asked how the masonic and secret associations entered the field of life insurance. And, in a people with such sharply expressed individualistic ideals or "materialistic" wishes — as Americans are pictured by some superficial European observers — how can the common spirit, the idea of mutual help and

protection, the idea of universal brotherhood of man and woman be so strongly alive?

1. The insurance features was introduced into fraternal associations soon after the Civil War. Prior to the war fraternal associations were rendering merely accidental, sick, relief and burial benefits, keeping entirely within the sphere of pure mutual benevolence as it had been carried on here and abroad from time immemorial. After the Civil War, the great number of widows and orphans was a constant object lesson to every householder in the desirability of insurance. This demand was increased still more by the movement of the masses from the country into the cities. The old line companies not only found themselves unable to meet the new conditions, but they had lost the confidence of the general public through many controversies, and their attitude during the panic of 1873. The solution of the problem was forced upon the various mutual benefit associations allied to trade and upon masonic organizations which came to the rescue with a cheaper insurance based upon the simple and newly discovered scheme of assessments, and actually brought over from England.

Assessment business associations grew up like mushrooms; but the fraternal assessment associations likewise soon spread over the country, and every little town in the land could show a subordinate lodge. Independent local benefit societies, composed chiefly of foreigners, and the trade unions followed in the steps of fraternal associations. Soon many organizations with civic, patriotic, educational or religious ends entered the field of mutual insurance. The Catholic church, which had thus far been hostile to every masonic or fraternal movement, noticing the general drift, began also to organize similar associations under its own patronage. The rapid industrial development that this country witnessed after 1880 fostered the fraternal cause. With the admission of women in the nineties the fraternal insurance movement gained still more in vigor, enthusiasm and extent. Thus fraternal insurance, as protector of thousands and thousands of homes and families, became a social and political factor that the public authorities — state and church — had to recognize.

2. The fraternal idea is quite in conformity with the individualistic, competitive system of to-day, being one of its numerous links. The competitive system makes victims and fraternalism wishes to be its relief corps. In this country where the paternalis-

tic powers of the state have never been as widely developed as in European countries, where the state authorities had taken but little hand in caring for the poor and indigent, every section of its heterogeneous population had to take care of its own. Here lies the *raison d'être* of the mutual help associations and their necessity. Indeed, the idea of mutual assistance already flourished in this country in its earliest days and at present gathers under its banner nearly the largest number of adherents in the world. But it is in the sphere of mutual assistance and relief that these adherents want the spirit of brotherhood acting; not in economic life. Fraternalists have no social, nor political, nor economic ideals of their own. They are not communists, nor socialists. The maxims of action and thought they preach are derived exclusively from the sphere of neighborly friendliness, practical benevolence, and mutual assistance. These maxims in the phrasing of the fraternalists themselves are: In things essential is unity; non-essential is liberty; in all things Charity.

Of the practical good, of the beneficent work done by the fraternal insurance associations in the sphere of mutual help enough cannot be said. Millions and millions of dollars have been collected by them and returned, chiefly in benefits, to needy members or their beneficiaries — whether in form of death — of sick, or of relief, or of the recently adopted old age and special accident benefits. One organization, the Ancient Order of United Workmen, paid out in benefits for forty years, \$165,000,000; another organization, Royal Arcanum, for thirty-three years, \$121,000,000; the third, Knights of Honor, for the same period, \$93,000,000.

But the benevolent work of the fraternal associations cannot be measured in dollars and cents. The kindly assistance given to the sorrowing widow and the helpless orphan; the aid to unfortunate members, such as finding employment for those out of work, neighborly sympathy, caring for the sick, providing for their restoration to health — these and a thousand other "little" things must be put to the credit of fraternal associations. Lessons of true human brotherhood, of good citizenship, of thrift and high ideals in the home are daily taught by the lodge. This is not all. The highest potential energy is developed by the fraternal associations in times of national distress, in economic crises. When thousands and thousands of wage-earners are thrown on the street, when the charitable institutions find themselves handicapped in the time of greatest need by the unavoidable shrinkage of funds necessary for their work, then the fraternal associations extend a helping hand; then, in pursuance of their principle of "clasped hands," they

carry on relief work for their needy members for months and months. During the recent panic, can it be doubted that by this mutual aid many men and women on the verge of suicide were preserved to their families which, perhaps, were thus saved from starvation and destitution?

In the general crusade upon the White Plague, the fraternal organizations stand in the forefront. Indeed, they have reason to feel the necessity of such action. From the fraternal ranks, consumption annually takes between 8,000 and 10,000 victims, whose economic value is about \$30,000,000. Over \$10,000,000 out of about \$75,000,000 were paid out last year by fraternal beneficiary associations on account of deaths from tuberculosis. The principles of public health are disseminated by fraternalists through their own press and the regular conventions of single and combined societies. Fraternal associations of any prominence are organized for promotion of fraternal ends and interests into one of two central bodies, the National Fraternal Congress and the Associated Fraternities of America. Attempts were made to establish a National Fraternal Sanatorium, which were unfortunately given up. Instead several single organizations have erected their own sanatoria, as, for instance, the Royal League Sanatorium in Black Mountain, North Carolina; Modern Woodmen's Sanatorium, Colorado Springs, Colorado; Knights of Pythias Sanatorium, Las Vegas, New Mexico; Ladies of the Maccabees' Hospital, Chicago, Illinois, etc. All fraternal sanatoria are outside of New York state. Recently the "Workmen Circle," of New York City, applied to the commissioner of health for permission to establish a sanatorium at Liberty, N. Y. Besides sanatoria, some fraternal associations maintain orphans' homes and homes for aged members, and bureaus of hospital service and medical aid.

The fraternal system, with its affiliated branches throughout the whole land, may also assume a national importance, since it strengthens the bond of union between the various sections of the country, and helps to weld together the widely different elements composing our population.

The above will probably give you the key to the somewhat mysterious names that some of the fraternal organizations bear: Royal Neighbors of America, Improved Order of Heptasophs, Mystic Workers of the World, Knights and Ladies of Honor, Highland Nobles, Royal League, National Union, Order of

Golden Cross, Modern Woodmen, Pathfinder, are but a few of the hundreds of fraternal nomenclature.

But with all these praiseworthy deeds of fraternal beneficiary associations, their purely insurance work remains to be considered, namely, whether the machinery of fraternal insurance in itself is safe and sound, whether fraternal organizations are adequately equipped for our present industrial system, and whether they give just the kind of insurance the people of very limited means need.

Let us dwell upon the practical operation of the insurance feature. Take sickness insurance for instance. This insurance, which has been carried on by the associations for more than half a century, is still in the same primitive, undeveloped condition as it was at the beginning. Charges are arbitrarily fixed, with no relation to the risk, represented by the individual, that is, to his occupation and age, and the benefits are extremely inadequate. For forty years fraternal associations have operated in the field of life insurance. The life insurance department of the fraternal associations is in a somewhat better condition than the sick insurance. Here we notice a movement toward scientific methods. But the process of readjustment is very slow, and frequently the reforms are partial.

The fundamental disadvantages of fraternal insurance associations is the unfavorable distribution of ages — the elimination of minors that tends to higher mortality as compared with that of general population or industrial insurance companies, but which elimination is justified by the nature of mutual benefit associations. After a certain duration, the mortality within the organization rapidly increases and with it the number of assessments and the financial burden upon each member; consequently the young person keeps away, and, if already in, frequently withdraws. The association is in trouble and calls for a doctor, an actuary. But the actuary cannot prescribe diet. Upon examination of the situation he usually finds that the rates or premiums were inadequate, and suggests raising them in order to create a reserve fund to meet liabilities in the future. The question is brought before the rank and file and meets opposition from a part, which consequently withdraws. To prevent the latter the managers of the organization take the way of compromises — but then, while the association is freed from the agony of suffering, the disease is not entirely cured. Meanwhile, somewhere a new organization is formed, and the membership of the older body withdraws and joins the younger

one on account of cheaper insurance. The old organization slowly decays, and the young begins to flourish on its ruins.

Several hundred fraternal associations have thus gone out of existence. But after the decay of an association, what becomes of the men who have grown old in paying into its treasury? They find themselves without protection at the time when they most need it; the doors of other associations are closed to them. Further, should a member for some reason withdraw from a society, he severs his relation with it entirely — the typical fraternal association does not give surrender values, does not give a paid-up policy, as every regular insurance company does. The provision of insurance contracts regarding the payment of death claims are also on the whole inferior in liberality to those of regular insurance companies. I mention only such a violation of insurance principles as the systematic and arbitrary "scaling of policy" in case of early death practiced by many fraternal associations.

The non-compliance of some fraternal insurance organizations with laws governing human life costs them their existence. But there are also laws dominating economic life which apply in fraternal insurance as elsewhere, and any fraternal association that ignores them must pay the penalty of bankruptcy. The competition in the fraternal field was never felt so strongly as to-day. New business, without which no insurance organization can secure permanence, requires paid solicitors, and with them the expense of conducting the business increases. Yet the policyholder wants a cheap insurance. It is evident that large organizations are in a more favorable situation than small ones. Natural working out of economic laws is restoring order in the chaotic fraternal world, by clearing away weak, unfit organisms, by the crowding out of small organizations by large ones, and by the process of consolidation. There are already five giant associations which together represent over 2,000,000 members, thus comprising one-third of the entire membership in 147 associations, as enumerated in the fraternal statistical year book.

As our industrial organism becomes more complex, steadily ripens, and gives birth to new social groups, each with its own conditions of life, each with its own needs, new and increasingly difficult problems confront the fraternal leaders. They find themselves in a labyrinth from which there is no avenue of escape. For example, should they for sake of expansion accept every obtainable group of industrial population, or should they bar someone on

account of extreme hazard, or, finally, should they accept only on special terms, and, if so, what should the terms be?

Such and many other problems of administration require a concentrated attitude, their safe solution presumes long experience, thorough knowledge of the inside of things, knowledge of insurance as science and as business on the part of chief officers of the organization. There must be a clearly outlined, stable policy, giving at the same time due consideration to the spirit of time and open to necessary innovations and improvements. Fraternal insurance organizations approach but slightly to such a standard. Full of actuarial disadvantages, with loose, decentralized democratic administration in which changes and improvements are difficult to make, the fraternal life insurance organization represents an inferior form of enterprise to the actuarial more safe, centralized and prompt in action private insurance company.

If in spite of all these disadvantages, the fraternal insurance reaches its present enormous dimensions there are special reasons for it. There is no other country where the necessity for protection of life is so clearly realized as in the United States. For in no other country are the economic forces at such free play, raising and sinking the individual, as in this; in no other country does the conception of family seem to be as high, the duty of its protection as imperative and nowhere else does the high standard of its protection make it possible to obtain such protection as in this country. But to persons in need of life insurance an alternative is offered — either an apparently cheap insurance plus attendance of lodge or the apparently expensive insurance of private corporation. Attendance of lodge does not figure in the cost, hence the choice is made in favor of the fraternal order. But should the regular and particularly industrial companies cheapen the insurance of life — and such a movement has already begun — no doubt they will place themselves in more favorable light to policyholders. If the private life insurance companies can cheapen insurance and partially relieve the fraternal life insurance associations of the herculean task they have been forced to accomplish — they will, by doing so, occupy the place in the insurance world they naturally and legitimately deserve.

I do not want to be misunderstood. I do not want to say that the swan song of fraternal insurance associations is already heard in the air. Fraternal associations are surely going to stay with somewhat limited activities in the field of life insurance, but perhaps with other insurance departments developed. At present, in

addition to the life insurance, fraternal organizations offer sickness insurance, administered chiefly by local lodges. The sickness feature, much older than the life feature, was and is greatly neglected. Yet there cannot be offered a better organization than the fraternal association to meet the urgent need of our working class in sickness. The lodge, where members know each other, pledge to help each other and jealously guard the common fund against possible simulation — offers the most economical and efficient administrative machinery. The purely business enterprise lacking such mutual interest of the insured is probably unable to handle sickness insurance properly. In fact in all countries that have this branch of insurance developed, the coöperative plan is nearly exclusive. It is so in the United States. I refer to trades unions, shop-clubs, local benefit societies, etc.

The fraternal beneficiary system would also be more complete with the further development of the recently introduced invalidity insurance, and with the adoption of maternity insurance, entirely unknown in this country.

There is also a kind of insurance outside the sphere of either organization — fraternal or private — insurance against accidents while at work. Accidents of this group are inherent to an industry and therefore should be borne by whole industry or in final analysis by the whole nation, which is benefited by the labor of persons exposed to the greatest risk while at work. Fraternal associations, however altruistic its members may be, comprising only an inconsiderable part of the nation, are unable to carry the heavy burden of accidents for a prolonged period of time. Still less can a private accident company provide our workmen with insurance at a minimized price. However, should our legislators agree upon some compensation scheme — they would have an organization ready for practically carrying it out. The fraternal lodges are the best medium and the further organization of workmen for such purpose into local bodies by the fraternalists would be only the part of their greater work — the civic work.

Just as the insurance activities, the social and civic work of fraternal associations may undergo changes. In the colonial period of American history the fraternal associations were called upon to provide the education, to erect the schools. Within present industrial conditions, fraternal associations are called upon to take care of public health, to erect the sanatoria. In colonial times education was a matter of concern to an isolated group of individuals, and the organization of education was consequently within the

bounds of this group. When the need for education became general, more comprehensive practical organization was required. The little mutual benevolent corporation was relieved by the larger one — by the community or by the state. Similar process of evolution may happen in the domain of public health. Time may come when the community at large will be aroused to the realization that it is its own duty to preserve the national health and strength and will take control of its administration.

At this point Governor Hughes was announced and President Williams took the chair.

PRESIDENT WILLIAMS: We are very much honored this morning by having with us His Excellency, the Governor of the state, who returned to the city only yesterday, and has kindly come over here for a few minutes to greet you.

GOVERNOR HUGHES: Mr. Chairman, Ladies and Gentlemen: I regret very much that my engagements made it impossible for me to be here to say a word of welcome at the opening of this conference, and I desire now to express appreciation of the work that is being done in connection with the charities of the state, and my expectation that the deliberations of this conference will greatly promote its efficiency.

The question of the amount we should expend in the development of our institutions of varied charitable work and the lines which we should prosecute in public endeavor is a very serious one. I think that we should endeavor to ascertain as nearly as possible what we can do within a given period of years — I will not mention the number — within a period through which we can look with a fair understanding of what ought to be undertaken by the state. Then we should decide what can best be done, what ought to be done to bring our existing institutions to their full state of efficiency and what new lines promise most for the people of the state. We should take such a relative view with respect to all of the state's demands that we will plan and concentrate our efforts upon what is most practicable and most important.

I am desirous that this charitable work of the state should go forward just as fast as it can go forward intelligently and consistently with the resources of the state.

At any one time, it is a question of what we have available, the extent of the varied demands upon the state treasury and what

ought to be done with respect to existing exigencies. At the same time we can greatly aid ourselves at any one time of decision by having a little better perspective of the state's work and what should be attempted in a course of years, and plan to secure the needed results by doing so much each year methodically in the directions that our judgment approves.

I want to congratulate you and the state upon the securing of the services of Mr. Dennis McCarthy as fiscal supervisor. It is very important that there should be entire harmony between the different forces of the state service. Careful planning, the best business judgment, the securing of intelligent accounting, are absolutely essential to the progress of these institutions. We must have the most careful audit and analytical examination of all demands. Sentiment must be practically expressed as well as with enthusiasm, and at the same time we must have an understanding of the needs of these institutions, and particularly of the unselfish work that is being devoted to their progress by men and women who ask nothing of the state but that the work and its importance should be recognized and receive proper support.

Now, there is no reason why the auditing department, the purchasing department, the supervising department with respect to finances, should not be in the most harmonious relation with those who are on boards of managers and on our state board, devoting themselves to the general management of the work.

I hope that the appointment of a man like Mr. McCarthy, who knows so much of both sides of the question, who brings to the office conspicuous business ability and long experience, and at the same time has so long been connected with our State Board of Charities, will aid in promoting this desirable harmony of action. I imply no criticism in what I am saying. I am simply voicing a hope and giving expression to the importance of greater unity and mutual understanding in the coöperation of these two branches of one service. Let us remember, we that are engaged in connection with charitable work, and those that are engaged in working for the state in other lines, that it is all for the state, and that we are not pulling in separate directions, but we are trying in these various ways to make the government of this state representative of the interests of the people and conserving every measure of true progress.

CHAIRMAN FRANKEL: The discussion on Dr. Brodsky's paper will be opened by Mr. C. H. Robinson, secretary-treasurer of the Associated Fraternities of America.

MR. ROBINSON: Mr. Chairman, Ladies and Gentlemen of the Conference: It was with great pleasure I accepted the very kind and cordial invitation of Dr. Frankel, chairman of your Committee on Social Insurance, to open on behalf of the fraternal associations of the country, this discussion upon the very entertaining and instructive paper of my friend, Dr. Brodsky, which we have all heard with so much interest and pleasure.

For something over ten years it has been my pleasure, as well as my daily business, to study social insurance from the inside, and especially that branch of it represented by the fraternal orders, or fraternal benefit societies. This study has not been confined to their present condition in America, nor to the immense sums collected and disbursed by them yearly and since their inception, a little over thirty years ago in America; although the latter thought alone might well occupy the attention of humanitarians, since it appears from "Statistics of Fraternal Societies" for 1909, that on December 31st, 1908, the 147 societies reporting to that publication had 6,322,508 benefit members in the United States and Canada. These are organized into 102,625 lodges or subordinate branches. The total income for these 147 societies for the preceding year was \$102,599,213, of which \$86,447,249 were disbursed as benefits, and managing expenses, while the remaining \$16,151,964 were invested as reserve or emergency funds to insure the performance of their contracts at maturity.

These reporting societies constitute, in fact, scarcely one-half of the associations, fraternal in character, now in operation in this country. The grand total of their disbursements, however, since the date of organization has been \$1,163,853,443, most of which has been paid to widows and orphans.

Your conference has a standing committee on the care of children; think, for a moment, what would have been the fate of some millions of children had these disbursements not been made on the death of their fathers or natural protectors.

In England, the Friendly Societies, having similar objects, like forms of government and obligations, and corresponding benefits, have been in active operation for more than a century, indeed, some of them for several hundreds of years. Their disbursements for similar benevolent purposes have been simply beyond calculation.

It is of this branch of social insurance that the excellent paper of Dr. Brodsky treats for the most part, and I wish in behalf of

the fraternal benefit societies of the United States and Canada, which I represent to-day, to express my appreciation of the care and research on the part of the writer which the paper exhibits; for the favorable manner in which he has presented the societies, and for the pleasing and intelligent manner in which he has treated the subject.

But while, for the most part, I agree with the writer of the paper under discussion, and will not for a moment criticise it — it is much too good for criticism — there are a few matters which I deem it my duty, as a fraternal representative, to make a little clearer, if I can.

The general tone of the paper, while favorable to fraternal orders as a whole, it seems to me suggests too much in the way of immediate action along the lines of business principles, which all must admit must be ultimately reached. It fails to take fully into consideration the fact that such societies are an evolution, a growth, and that their inception was under conditions differing wholly from those now facing them. "Rome was not built in a day," nor should we expect a business development of a most perfect kind from a purely fraternal organization in a single generation.

The first fraternal benefit society in this country was organized less than half a century ago, and by a blacksmith. "He builded wiser than he knew," for he had no intention of bringing into the world a great protective system which has since been developed from his happy thought, of a labor union, such as was afterwards attempted in the organization known as "The Knights of Labor." He knew that many of the organizations of laboring men in Europe, and especially in England, had funeral benefits as a part of their plans, so Father Upchurch and his coworkers provided that on the death of a member each of the survivors should pay one dollar into a common fund to be paid to the family of the deceased; and this contribution was alike for all, regardless of age or occupation, and at the first, without medical examination of the applicant for membership. It was purely fraternal, and from such small beginning has the great system of fraternal insurance in this country been developed. The idea was attractive; it cost nothing to obtain members — the lodges did that without compensation. The order grew so rapidly that for many years the influx of new blood seemed, in the absence of knowledge of the effect of mortality laws, to preclude the idea of future trouble, and there were few lapses, the lodges again attending to that branch of the work.

These societies were then, originally, not business organizations founded upon actuarial rules; indeed, they could not at that time have been so founded. There were no reliable mortality tables upon which they could have based rates for *such* protection as they designed to furnish, or if there were, the contributions deduced from such tables would have been so large that the very class for which they were intended, and to whose prosperity, both morally and financially, they have so largely contributed, would have been barred from membership. At that time the capitalized companies had no very definite system of rates or settled plans of operation. Tontine schemes were promoted by them; the contributions of lapsed policyholders were confiscated to enhance their profits; promissory notes were accepted to the extent of one-half the annual premium, and it was represented to the insured that his dividends would surely cancel his note. The capitalized companies were going to pieces like pitchers broken at the fountain, and the general public had little confidence in either the stability of the institutions themselves or the integrity of their managers. Indeed, nothing about them seemed sure, except that the cost was so high that protection for the family of the wage-earner was prohibited.

Under such conditions, the fraternal benefit societies came into existence in this country, and under these conditions no other plans than those originally adopted by them could have been possible or successful.

Later the more interested, and perhaps the more intelligent, of their members, had their attention attracted toward the laws of mortality, and it was suggested that as a member of fifty had twice as many chances of dying as one of twenty, he should, even from a fraternal point of view, pay a larger contribution to the mortality fund. As this idea grew the contributions assumed a graduation according to age, and for a similar reason, medical examinations, not required at the very first, were added; but still no table of mortality was assumed as a basis for contributions, extra assessments being relied upon to supply any deficit.

At length one of the older societies, finding itself with seventeen assessments within twelve months and a number of losses still unprovided for, figured that if they had twenty-one assessments in a year all the deaths would have been provided for, and a surplus would remain. They then multiplied the rate at each age by twenty-one and divided the product by twelve, and called this result a new rate table. I grant this was not a complete remedy

for the disease, but it *was* progress; and since that time the same society deduced from its own experience of some thirty years a table of rates, which, if actuarial figures are reliable, is the most scientific of any so far constructed.

Under the auspices of the fraternal organizations and at the expense of their members, a table of mortality which will show the actual experience of from five to ten millions of exposed lives, is now in the process of construction by actuaries of national, indeed of international reputation, and this for the sole purpose of enabling the societies to have a reliable basis for the contributions required, not only in general mortality, but by sex and occupation as well, and these will include experience in regard to accident and sickness disabilities. Is not this progress? But all these things cannot be done in a year.

It may be admitted that most, if not all these orders, started out with no considerable knowledge on the part of their promoters of the science of life insurance or the laws of mortality; but, as I have attempted to show, this was at the time unavoidable. It may be conceded that the early societies placed fraternity above business; but had they not done so they would never have existed at all, and their magnificent record of billions paid to widows and orphans would never have been made. It must be acknowledged that they made grave mistakes, and that their organizations could not long have been continued upon the original plans. Let me suggest, however, that the managing officers of these societies are not wanting in intelligence; among them may be found many of the most intelligent, and indeed most brilliant, men of the country. A few years ago I had occasion to look into this matter, and I found that some hundreds of senators and congressmen held benefit certificates in these orders, and in a number of the states the majority of the members of the legislatures were members in good standing in fraternal benefit societies. The managers are educated, and the members are fast becoming educated to the necessity for rates adequate to pay promised benefits. There is now scarcely a society with ten years' or more experience that has not been taking stock of its condition, and actuaries of reputation have been employed to tabulate their experience and compute tables of contribution upon which the society may be perpetuated. More than twenty-five of them have, within the past few years, materially increased their rates; and, is this not progress?

The trouble is that the American people want to build a house over night, as they do out in my home, Chicago. The cry, "On

to Richmond," which nearly ruined the cause of the Union at the beginning of the Civil War, is being raised in regard to fraternal societies. Insurance commissioners and some legislators seem to want Chicago building methods applied to these societies — these small, independent republics — compelling them to do at once, under the stimulus of drastic laws, what similar societies, the parents of our own, in England, have been more than half a century in even approaching.

If the law-making bodies of this country will kindly allow these societies to work out their own salvation, it will be done in a shorter time and with much less ultimate loss to beneficiaries than if it is attempted by means of drastic legislation.

The best definition of a fraternal benefit society with which I am acquainted is that found in the laws for the government and control of these societies in most of the states, viz.: "Any corporation, society, order, or voluntary association without capital stock, organized and carried on for the mutual benefit of its members and their beneficiaries, and not for profit, and having a lodge system, with ritualistic form of work and a representative form of government; and which shall make provision for the payment of death benefits, is hereby declared to be a fraternal beneficiary association."

From its earliest inception, the fraternal order has been one of artificial kinship — a sworn brotherhood. The ancient "wed," or solemn oath of brotherhood exacted by the guilds and earliest benefit societies, has given place to the modern obligation; the free and easy lodge meetings at public houses, to tell stories, sing songs and drink unlimited quantities of beer, have been supplanted by the modern lodge, wherein the members freely participate in discussions upon matters pertaining to the conduct of the business of both the local and supreme bodies of the orders. Not infrequently, also, they have discussions upon subjects of national importance and papers or lectures by the members themselves or by professional entertainers. The lodge business is conducted upon rules laid down by the best authority on parliamentary usage, and, in short, the lodge has become a night school of debate and parliamentary instruction, including information in civil government. It is rarely you will find an active lodge member of any order who is not able to express himself clearly, and even logically, in a public assembly upon any subject with which he is at all familiar.

The necessity for laying aside a part of his wages to meet his periodical dues inculcates in the wage earner a habit of saving

which finally results in savings bank deposits; the purchase of a home upon the installment plan; investment in loan and building stock, or some other form for small savings.

When we consider that there are now in this country about 7,000,000 members of these fraternal orders, this habit of small savings and investments must have a tremendous effect upon financial conditions.

The fraternal system also inculcates a feeling of independence. The member, during his productive years, sets aside a small portion of his earnings for the protection of his family or for his own old age, that neither may be dependent upon charity. His self-respect is built up, and he holds up his head among his fellowmen with the consciousness that he has provided for his family by his own exertions.

One of the social movements in which this conference is taking a great and commendable interest is the fight against that great scourge of the human race, tuberculosis. In this fight these fraternal orders are also taking an active part. Nearly all of the societies publish official journals, some of them being excellent family magazines. These go every month to more than six millions of readers. Nearly every one of these publications for more than a year past has been running a department of public health, under the management of medical men of high standing in the profession. These disseminate information for the prevention and cure of consumption and other infectious diseases in a systematic manner and with an influence which no mere circularizing can attain. The Associated Fraternities of America, composed of delegates from fifty of these societies, has a standing committee on contagious, infectious and hereditary diseases, and another on public health, whose reports and papers, read at the annual meetings and published in the proceedings, are educational in a high degree.

The National Fraternal Congress, another organization composed also of about fifty societies, is in no sense behind the Associated Fraternities in this war on the Great White Plague. It also has bureaus and committees investigating the subject, and the papers of the National Fraternal Congress societies are equally pushing the campaign of education.

Not content with educational methods, a number of fraternal orders have already established consumptive camps or sanatoriums of the most approved and modern kind for the treatment of

members or members' families, when affected with consumption, and a number of others are engaged in raising the ways and means to provide similar institutions for the treatment and cure of their afflicted members. Still others have homes for aged and indigent members, and for orphan children of members; also sanatoriums and hospitals for the treatment of those suffering from other diseases.

There is scarcely a city of any considerable size in the country in which local lodges of the various orders do not provide free beds and free treatment for their members.

Among the orders of a fraternal character which already have sanatoria in active operation may be mentioned the Royal League, one of the first to move in this direction. Its institution is at Black Mountain, near Asheville, North Carolina, and has been in operation about three years with remarkable success in the cure of this dread disease. The Knights of Pythias, who have an institution for the treatment of members having consumption, at Las Vegas, New Mexico; the International Typographical Union, whose home and hospital at Colorado Springs have been in operation for a number of years.

Among those arranging for the opening of such sanatoria in the near future are the Brotherhood of American Yeomen, the Order of Eagles, Improver Order of Red Men, Royal Arcanum, Workmen's Circle, Knights of Columbus, Foresters of America, Junior Order of United American Mechanics, the Photo Engravers' Union, International Printing Pressmen, and the Boot and Shoe Workers' Union.

Among the sanatoria already in active operation is that of the Modern Woodmen of America, opened for patients the first of January last at Colorado Springs, Colorado. It is conspicuous because of the fact that the society has more than a million of members, and because it was made possible by the voluntary contributions of the members, which in a few months prior to the opening amounted to \$65,198. With this, and some money borrowed for the purpose, the committee in charge purchased a ranch of some 1,400 acres, with ranch house and other buildings; built a reservoir and pipe line for a water supply; erected a dining hall, kitchen, laboratory, dormitories for nurses, offices for superintendent, tent houses for employees; twenty-four cows, horses and farm implements; cottages for the physicians in charge and their families, and sixty tent houses, or colony tents, for patients. At

the last Head Camp it was voted that each of the 1,000,000 members should pay, in addition to his regular dues, 10 cents annually toward the support of the tuberculosis camp. From the very opening day it has been filled to its capacity, and has now 118 patients. The capacity will be rapidly enlarged, as in a letter received from the president of the society, a few days ago, informed me that over one hundred of the local camps have agreed to contribute \$250 each, the cost of a tent house, and these will be erected at once. But four patients have died during the ten months, and these were in an incurable stage of the disease when received. Of the seventy-six patients discharged since the opening, nearly all had increased in weight and general health, while a large percentage seemed to be entirely cured. The money for the founding and maintenance of these sanatoria is not taken from the mortality, emergency, or other funds of the orders, but is raised by voluntary contributions for the purpose, usually by the members paying a few cents per month extra, at their option.

Like the societies themselves, none of these sanatoria are operated for profit, but board and treatment are furnished at actual cost; in some, without any charge at all to the patient, and in numerous instances which have come under my personal observation, local lodges are paying the entire expenses of afflicted members who are not financially able to take the treatment otherwise.

Both the Associated Fraternities and the National Fraternal Congress are taking active measures to secure the establishment by Congress of a National Department of Public Health, with a cabinet official in charge, and have appointed committees to co-operate with other organizations seeking the same end.

Both these associations sent delegates to the International Congress on Tuberculosis held at Washington, D. C., last fall, and their committees have made exhaustive and highly educational reports which have been given wide publication.

In conclusion let me say, that it is not alone the cheapness of the insurance furnished; it is not simply the right treatment in a hospital or sanatorium if overtaken by disease or old age; it is not merely the protection furnished at cost for the family, nor is it all of these influences combined which have induced some seven millions of our fellow citizens to connect themselves with and maintain their membership in one or more of these societies. There is something more. Partly it is the adhesive power of organization; partly the influence of the solemn obligation of

mutual aid and assistance, but above all, it is indefinable power of a spirit of brotherly love which they inculcate and encourage; the mutual help in times of trouble and distress they practice; the hearty sympathy when a brother is overtaken by misfortune or adversity which goes with the membership; the silent tear mingled with our own at the graves of loved ones; it is all these and other manifestations of the fraternal spirit, in addition to expected material benefits, which have contributed to the growth and maintenance of these societies.

'Tis the honest grip of comradeship
Makes a fellow take heart again.

'Tis the word of cheer from a friend sincere,
Makes him feel life's not in vain.

When the way is dark, and the luckless bark
Is drifting from safety's strand,

Why, God bless the man, or the woman, who can
Hold to us a helping hand.

When you're out of luck, and you're out of pluck,
And the fight don't seem worth while;

What will give you heart to do your part?

Why, a hand clasp and a smile.

So, when all is black, and we've lost the track

In a world we cannot understand,

Then, God bless the friend, who is there to lend
A smile and a helping hand.

CHAIRMAN FRANKEL: As much as we would like to discuss these papers further, the president of the Conference tells me that our time limit has expired, and I turn the session over to Mr. Williams.

PRESIDENT WILLIAMS: I am very sorry that we cannot have further discussion from the floor, but you know there is a reception arranged at the Albany Orphan Asylum at half past one, to which some of you, I presume, wish to go, so we want to close this session promptly. Unless there is some special business which anyone feels must be introduced now, we will take up further business, including the report of the treasurer, at the next session. If there be no business, we stand adjourned until this afternoon at 2:30.

SIXTH SESSION.

THURSDAY AFTERNOON, NOVEMBER 18, '1909.

The Conference convened in the Senate Chamber at 2:35 p. m., President Williams presiding.

THE PRESIDENT: It is now time for the Conference to come to order.

I will call on Mr. Scanlan, the Chairman of the Committee on Organization, to present his report in full.

MR. SCANLAN: The Committee on Organization has completed its report as follows:

REPORT OF COMMITTEE ON ORGANIZATION.

PRESIDENT.

HON. GEORGE A. LEWIS..... Buffalo

VICE-PRESIDENTS.

MRS. MAX LANDSBERG..... Rochester
HON. HOMER FOLKS..... New York
P. J. CARLIN..... Brooklyn

SECRETARY.

HON. FRANK E. WADE..... Buffalo

ASSISTANT SECRETARIES.

FRED E. BAUER..... New York
JOHN R. SHILLADY..... Buffalo
ABRAM J. KATZ..... Rochester

TREASURER.

FRANK TUCKER..... New York

EXECUTIVE COMMITTEE.

(In addition to the President and the Ex-Presidents the following members.)

MISS LURA E. ALDRIDGE..... Rochester
HON. HERMAN A. METZ..... Brooklyn
DR. EUGENE H. HOWARD..... Rochester
HON. LOUIS MARSHALL..... New York
WILLIAM J. MCCLUSKY..... Syracuse

COMMITTEE ON THE CARE AND RELIEF OF THE POOR IN THEIR HOMES.

MRS. ANNA B. FOX, *Chairman*, Buffalo.

HENRY T. NOYES, JR.....	Rochester
MISS MABEL WILCOX.....	Buffalo
MISS SARAH F. BANONS.....	New York
MRS. EIMER J. BISSELL.....	Rochester
JAY M. STRONG.....	Syracuse
ARTHUR W. TOWNE.....	Albany
MRS. EMILY G. CLARKSON.....	New York
REDMOND KEATING.....	New York
J. DELMAR UNDERHILL.....	New York
MISS CECIL WIENER.....	Buffalo
MISS ANNA B. PRATT.....	Elmira
ROGER B. WILLIAMS.....	Ithaca
MRS. HELENE INGRAM.....	New York
M. F. McDERMOTT.....	Brooklyn
PAUL E. ILLMAN.....	Buffalo

COMMITTEE ON PUBLIC INSTITUTIONS.

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DR. WILLIAM L. RUSSELL.....	Poughkeepsie
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CLARENCE V. LODGE.....	Rochester
DR. WILLIAM T. SHANAHAN.....	Sonyea
HON. RICHARD C. BAKER.....	New York
HON. JAMES J. McINERNEY.....	Brooklyn
DR. HORTENSE V. BRUCE.....	Hudson
MARVIN J. OLCOTT.....	Corning
MISS JANE ROCHESTER.....	Rochester
DR. SIDNEY E. GOLDSTEIN.....	New York
MRS. WILLIAM W. ARMSTRONG.....	Rochester
PATRICK H. COCHRAN.....	Buffalo
MISS RUTH MORGAN.....	New York
MISS MARY VIDA CLARK.....	New York
MRS. WILLIAM K. DRAPER.....	New York

COMMITTEE ON PUBLIC HEALTH.

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DR. F. E. FRONCZAK.....	Buffalo
DR. ALFRED MEYER.....	New York
DR. ROYAL S. COPELAND.....	New York
DR. M. S. RIKER.....	New York

DR. JAMES A. MILLER.....	New York
HON. EUGENE H. PORTER.....	New York
JOHN G. O'KEEFE.....	New York
DR. DAVID M. TOTMAN.....	Syracuse
DR. THEODORE C. JANEWAY.....	New York
DR. M. L. MATON.....	New York
DR. GEORGE GALES.....	Rochester
HON. THOMAS DARLINGTON.....	New York
HON. STEPHEN SMITH.....	New York

COMMITTEE ON SOCIAL AND MORAL PROPHYLAXIS.

DR. JACOB GOULD SCHURMAN, *Chairman*.

DR. PIERCE A. MORROW.....	New York
DR. MARION CRAIG POTTER.....	Rochester
MRS. A. WINSOR ALLEN.....	White Plains
DR. WILLIAM M. POLK.....	New York
DR. HERMAN K. DEGROAT.....	Buffalo
DR. EDWARD T. DEVINE.....	New York
PROFESSOR V. A. MOORE.....	Ithaca
JOSEPH T. ALLING.....	Rochester
VERY REV. WM. J. WHITE, D. D.....	Brooklyn
DR. JOHN W. BRANNAN.....	New York
DR. CHARLES F. MCKENNA.....	New York
MRS. ETTA ELSNER FALKER.....	Syracuse
REV. A. M. O'NEILL.....	Rochester
DR. FERD. J. VALENTINE.....	New York

COMMITTEE ON CONGESTION OF POPULATION.

MRS. V. G. SIMKHOVITCH, *Chairman*, New York.

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HON. ARTHUR E. SUTHERLAND.....	Rochester
HON. HORACE MCGUIRE.....	Rochester
BENJAMIN C. MARSH.....	New York
FREDERIC ALMY.....	Buffalo
PAUL U. KELLOGG.....	New York
DR. O. F. LEWIS.....	New York
HON. SIMON A. NASH.....	Buffalo
MISS ALIDA LATTIMORE.....	Rochester
A. CONGER GOODYEAR.....	Buffalo
HON. ROBERT W. HEBBERD.....	New York
REV. PAUL MOORE STRAYER.....	Rochester
JOHN J. FITZGERALD.....	New York
BAILEY B. BURRITT.....	New York
PROF. FRANK A. FETTER.....	Ithaca

COMMITTEE ON EXHIBITS.

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TIMOTHY E. MCGARR.....	Albany
REV. BROTHER BAENABAS.....	Lincolndale, N. Y.
MISS CAROLYN VAN BLARCOM.....	New York
ZENAS S. WESTERVELT.....	Rochester
MISS EDNA STANTON.....	Buffalo
MRS. EDMUND LYON.....	Rochester
MRS. M. C. DUNPHY.....	New York
GEORGE McLAUGHLIN.....	Albany
REV. NELSON H. BAKER.....	Buffalo
MRS. WOLCOTT J. HUMPHREY.....	Warsaw
REV. M. J. FITZPATRICK.....	New York
M. F. MCGOLDRICK.....	Brooklyn
DANIEL B. MURPHY.....	Rochester
FRANKLIN H. BRIGGS.....	Industry
MISS FRANCES LETTCH.....	Brooklyn

COMMITTEE ON THE CARE OF CHILDREN.

HON. EDMOND J. BUTLER, *Chairman*, New York.

DR. MAX LANDSBERG.....	Rochester
DR. L. B. BERNSTEIN.....	New York
BROTHER HENRY.....	New York
MRS. DANIEL B. MURPHY.....	Rochester
HON. DENNIS MCCARTHY.....	Syracuse
MRS. SPALLIN.....	New York
MRS. E. J. BURKE.....	Rochester
DR. D. C. POTTER.....	New York
PATRICK MALLON.....	Brooklyn
MISS BELLE LAVERACK.....	Buffalo
MRS. LEWIS P. BIGELOW.....	Rochester
VICTOR F. RIDDER.....	New York
HON. GEORGE A. CARNAHAN.....	Rochester
MRS. J. SLOAT FASSETT.....	Elmira
DR. WILLIAM O. STILLMAN.....	Albany

THE PRESIDENT: You have heard the report of the Committee. What shall we do with the report as a whole?

MR. SCANLAN: I move that it be adopted.

The motion was seconded and carried.

If there is no further business, I shall call on Professor Fetter, of Ithaca, Chairman of the Committee on "Co-ordinating Legislation," one of our most important committees, to take the chair for this session.

*REPORT OF THE COMMITTEE ON COÖRDINATING LEGISLATION.

PROF. FRANK A. FETTER.

I. Reasons for the appointment of this committee:

This committee, a new one on the conference program, was created because many persons, both official and private citizens, have felt increasingly the evils in the present imperfect coördination of the various charitable and penal agencies and institutions of the state. The feeling found expression last year at Elmira in the Presidential address, in the committee report on State Institutions, and in a good share of the discussions of the meeting.

In this paper the word philanthropy will be used in a broad sense, including charities and corrections, for even the penal institutions in this day may be spoken of as philanthropic. The general feeling of dissatisfaction with the organization of the State's philanthropies is perhaps the inevitable result of their rapid growth and their increasing complexity. Every session of the Legislature for many years past has had its harvest of new philanthropic legislation, most of it doubtless needed and helpful in some respects, but nearly all of it done piecemeal, some of it so ill-advised it had to be hastily repealed, much of it the result of compromise among the interests affected, and little of it enacted as a part of a broadly conceived and well thought-out system.

A large part of the problem is found in the organization and relations of the various administrative and supervisory boards — administration signifying the executive functions of control, appointment and management, and supervision signifying visitation, inspection, and coördination of various related institutions, and recommendations to the public and to the Legislature. The Committee's report is limited to this phase of the subject, and other phases will be treated in the two papers and the discussions to follow.

II. New York's Boards of Administration and Supervision:

At the Elmira Conference last year it was shown that there were then in the field of charities and corrections seventeen state

* A draft of this report was in the hands of every member of the committee two weeks before the session, and answers were received from all but one. It seemed best to several members to print the report as drafted by the chairman, giving at the conclusion a summary of alternative suggestions made by the members of the committee.

boards as distinguished from local boards of managers limited in function to one institution. However, six of these seventeen were of a temporary character, four being for the selection of sites (for the House of Refuge, Eastern Custodial Asylum, new State Prison, and the State Farm for Women), one being a temporary immigration commission, and one a commission to investigate the condition of the blind. Of the remaining eleven permanent boards four deal mainly or entirely with charities (including in the term reformatories for women, girls, and boys). These are the State Board of Charities, the Fiscal Supervisor, the Salary Classification Commission, and the State Buildings Improvement Commission, the last two boards being ex-officio, consisting in the one case of the president of the State Board of Charities and the State Comptroller, and in the other of the Governor, the president of the state board and the Fiscal Supervisor.

The control of the hospitals for the insane is shared between the State Commission in Lunacy (a board with functions mainly administrative, but partly supervisory) and the local boards of managers. In their mutual relation of inspection, advice and criticism, these two kinds of boards perform also in some degree the supervisory function. The field of penology is occupied by the administrative superintendent of prisons, the administrative State Board of Managers of Reformatories, the advisory State Commission of Prisons (supervising alike state and local institutions), the Board of Parole, the Board of Classification for determining the value of labor and prices of articles in charities, prisons and hospitals for the insane, and the Probation Commission. The division of powers and duties among these various boards makes a network of relations which the citizen finds it impossible to understand even after extraordinary efforts.

III. Various Plans of Administration and Supervision in the American States:

A study of this subject, made last spring by a committee of the National Conference, shows that, on the whole, the plan of New York is the most complicated to be found in any state of the union. It is true that New York is the largest state, with the greatest expenditure upon philanthropy, but the very magnitude of the problem calls for simplicity and economy if these qualities are to be had.

It may be well to compare New York with some other states. Indiana may be taken as probably the best example of the states

with a pure type of central supervisory board. Every state institution in Indiana is under a local bi-partisan board of four members appointed by the Governor, very few of whom reside in the neighborhood of the institution. All institutions are subject to the supervisory powers of the state board, which requires reports on the financial operations and publishes frequent comparative statements on this and other important subjects. Judged by its fruits, its remarkable record of progressive legislation, this system, as administered in Indiana, is second to none.

Iowa, until 1898, had only local boards of managers with no general state commission of any sort. In that year the local boards of managers were abolished and a single administrative board of three paid members was appointed. It is generally said to be successful, especially in the business aspect of its work. The system is, however, criticized by many because it does not enlist widely the volunteer services of citizens and because it provides no state supervision over local jails and local charities.

In Illinois for many years there has been, as in Indiana, a system of local boards of managers with a central supervisory board of charities, which, however, was so hampered and check-mated by politics that it was able to exert little influence for good. As a result of much study, Illinois in June, 1909, adopted a plan combining the idea of the central administrative board of Iowa with the idea of the central supervisory board of Indiana. There are eleven states organized on the Indiana plan, seven on the Iowa plan, four on the present Illinois plan of double boards, and eleven other states, including New York, on plans embodying various combinations and complications of the simpler types of organization. Some states, with boards nearly alike, show very diverse results, doubtless because of the difference in the strength and intelligence of public opinion and because of varying personnels of the board.

IV. Criticisms of the New York System:

Despite the many improvements in the philanthropies of New York state in the past forty years, there is found the widespread feeling of the lack of a far-sighted constructive policy for the problem as a whole. Is this an accidental thing? It is not rather the necessary consequence of the lack of any centralizing influence to serve as a means of securing a unified policy? Every year the need of remedying this difficulty is greater. There has been

much progress in the knowledge as to the nature and causes of degeneracy, and a clearer understanding of the unity and interrelations of the various problems of charities and correction. Dugdale's work, "The Jukes," demonstrated thirty years ago that pauperism, degeneracy, harlotry and criminality were not distinct evils, but were all branches from one stem which would have to be dug up by the roots. Insanity, inebriety, feeble-mindedness, epilepsy, and many forms of criminality are positively known to be closely interrelated, yet we deal with each separately, and provide no agency charged with the task of studying them all together, broadly, scientifically, so that they may be treated effectively. We have not even taken the first steps, as has been done in Indiana by its general supervisory board, by collecting a consolidated index of all the dependents of the state, making possible an understanding of hereditary degeneracy. We are still, in large part, treating symptoms and failing to touch the sources of the disease.

Again, in a democracy, public opinion in the long run determines the limits of progress in social legislation, and public opinion cannot be enlightened without the means of popular information on the work and the needs of public institutions. One of the greatest defects in the present system is the lack of coördinated information available for the average citizen. The reports on prisons, reformatories, hospitals for the insane and the various kinds of public charities, are embodied in a number of enormous volumes burdened with the technical details of management. Nowhere is there gathered in one compact report, intelligible for the ordinary citizen, an account of the philanthropies of the state as a whole. Is it surprising, then, that there is so little well-informed public sentiment on philanthropic subjects? One may spend weeks searching through public documents for information and yet obtain only a very confused idea. There would be little criticism of the present financial and statistical forms of reports if they were especially for the use of book-keepers, public auditors and expert accountants. But the primary purpose of public documents should be to inform and educate the citizens. A great defect, therefore, of the present system, is the lack of a central body with the duty of collecting and unifying the charitable and penal reports, of making public the information upon them and of formulating a far-sighted constructive plan to guide legislative action.

We turn now from the general lack of unity to some more specific difficulties inherent in the interrelations and lack of relations of the various boards. The present adjustment of functions between the State Board of Charities and the Fiscal Supervisor's office cannot be looked upon as other than temporary and accidental. The Supervisory State Boards of Charities in other states include in their functions the supervision of financial operations, and, without this, it would seem that adequate and real supervision is impossible. The office of Fiscal Supervisor was created in 1902 outside of and entirely unrelated with the State Board of Charities. Many persons sincerely believe that nothing worthwhile has been accomplished through this legislation, but undoubtedly there was a real need of a better coördination in uniform accounting and in the wholesale purchase of supplies, and there is reason to believe that in these and other regards the office of Fiscal Supervisors has been of service. But it appears that the form taken by this legislation was due to a temporary condition of political jealousies and that some merging of the powers of these two bodies is desirable. The State Board of Charities, thus, is so limited in its field that it cannot serve as it should to coördinate all branches of philanthropy, and it lacks the needed powers of fiscal supervision.

Yet, in other directions, it is going outside of the field in which its highest usefulness should be found. Some of the ablest defenders of supervisory boards maintain that a supervisory board must be kept free from administrative details, and that no board can criticize and supervise its own administrative work. Yet our State Board of Charities in the Department of State and Alien Poor is expending a large part of its appropriation and using nearly half its energy in performing an executive and administrative task. Meantime, the much needed, more thorough supervision of county and town outdoor poor relief goes unperformed, to the great financial and social loss of the whole state. Surely it should be possible to bring about a better arrangement.

The local boards of managers of charitable institutions once truly managed the institutions, but to remedy difficulties, from time to time, some of their powers were distributed to the Fiscal Supervisor, to the Salary Classification Commission and to the Building Improvement Commission, and the boards were made subject to the visitation, inspection and advice of a number of different supervisory boards and officers besides those mentioned.

Would it not be possible to simplify this machinery and to fix responsibility more definitely with a gain in the efficiency of these institutions?

The classification of reformatories for women, girls and boys (and until recently the Elmira reformatory also) as charitable institutions instead of with prisons is not in accord with the present scientific conception of these problems. We can no longer accept the old-time contrast between the ideals and methods of prisons and of reformatories, the former to punish and the latter to educate and rehabilitate the erring. All such institutions, whether for men or women, old or young, should be animated by the same spirit, should apply the best known reformatory discipline, and it would seem that all should be brought within one general system of administration, now divided among the Superintendent of Prisons, the State Board of Managers of Reformatories (for men), and the various boards of managers of institutions for women, girls and boys.

The present scheme of organization of institutions for the care of the insane may, in the light of experience, be capable of improvement in some respects, but the division of powers between the State Commission in Lunacy and the boards of managers has, on the whole, brought about a large measure of business unity, combined with a broad and intelligent interest on the part of many citizens. The present system of government in the field of lunacy would probably require less change than would either that of the charities or that of the corrections, to bring about a closer, more harmonious and more economical philanthropic system.

V. Principles of Revision:

Before undertaking to outline a constructive plan it may be well to lay down as guides some general principles, pretty well established by experience in American philanthropy.

1. Plans for a sound and progressive system of public philanthropy must provide for maintaining and increasing, if possible, the interest, the intelligent understanding and the constant and hearty coöperation of unpaid public-spirited citizens. When the state undertakes purely industrial functions, as the building of canals or of roads, or the management of forests, there are always material and pecuniary interests affected if the work is not done well, and energetic and capable citizens are at hand to criticize and to insist upon more efficient management. When the state cares

for the unfortunate and the erring, the material interests and motives of private profit are confined almost entirely to the officials and to contractors, and if these motives are unchecked the management is degraded and the most conscientious men are driven out of the service. There is need, therefore, in all the state's philanthropies, to make use of the devotion and interest of the state's best citizens. Some ways must be found to enlist and to employ this civic virtue. We have through experience found and are following several roads to this end. Partly it may be done by the unpaid (or nominally paid) members on the supervisory boards, partly, perhaps, by having unpaid members associated with paid officers on administrative commissions; partly by boards of managers and of visitors for the several state institutions and for the county jails and charities. Every member of such a board becomes a center of education and of influence. This volunteer (or nominally paid) service is peculiarly valuable for the supervision which should parallel and coöperate with all branches of administrative work in philanthropy.

2. Much of the routine business management, such as the purchase of supplies, the auditing of accounts, the oversight of construction, the organization of the medical service, can be efficiently done only by well paid experts. This everyday business management of material affairs should be sharply contrasted with supervision, with education and with humane personal interests in the wards of the state. The state should have as good talent as is engaged in any private business. And in discussing boards of managers and boards of control, the maxim should not be forgotten: The manager of an institution is the superintendent; the superintendent is the institution.

3. The attempt should not be made to reform evils hastily, without a full and free discussion by the philanthropic workers of the state or against their best judgment. The revision should not be undertaken without the use of the wide experience and expert knowledge of the present boards and officials, yet the personal interests, loyalties and sympathies of the present boards clearly should be subordinated to the welfare of the wards of the state, and to the paramount interests of the whole public. Any suggestion of change that is even strongly suspected of having back of it a political purpose will rightly meet the united opposition of the membership of this conference. Whatever reform is to be brought about must be as a result of a clearer understanding

and agreement reached after discussion and investigation of the most thorough character. This committee was appointed because it was believed that the State Conference was the peculiarly fitting place for the beginning of such an inquiry. It would seem best that the whole subject should be carefully studied by a smaller, more efficiently organized committee, possibly one appointed by the governor for that purpose.

VI. General Plan of Reconstruction:

With this disclaimer and apology, some constructive suggestions may be ventured. If the preceding bill of evils is true, the changes have been forecast in large part.

1. For supervision there should be one general Board of Charities and Correction, combining with the supervisory powers of the present Board of Charities and Commission of Prisons the essentially supervisory functions of the present office of fiscal supervisor, a board composed of nominally paid citizen members, and with a paid secretary and office force.

It should be the business of such a central board to coördinate all the different branches of the state's philanthropy, exercising (though this is open to debate) such functions as those of the present Salary Classification Commission, and, in coöperation with the State Architect, those of the State Building Improvement Commission, and possibly bringing together, for the purpose of coöperating in the purchase of supplies, representatives of all branches of the state's philanthropies. Just as the State Board of Charities by recent legislation has power to transfer inmates among the charitable institutions over which it has charge, the board of state philanthropy might well exercise a similar power to transfer among the different groups of institutions. While such a central state board would have a wider field than the present State Board of Charities in some regards, it would in administrative ways have less power. Above and beyond all other duties, its chief purpose should be to supervise, coördinate and study the problem as a whole with a view to a preventive and constructive philanthropy.

2. The problem of reorganizing the administration of the state institutions is more difficult. With the magnitude of New York combined institutions, containing nearly 50,000 inmates, it would seem too rash to suggest one central administrative board for all the institutions of the state such as is found in Illinois, Minnesota,

Iowa, South Dakota, and approximately in a number of the other states. The administration in New York of the hospitals for the insane alone is a task far greater than that of administering all the institutions in any one of the states just mentioned. There is already mapped out in practice a fairly clear division into three fields, which need only to be readjusted along lines already shown, to be made logical and consistent.

We suggest, therefore, three administrative commissions corresponding to the three fields of charity, lunacy and penology, each exercising general powers of management over those interests that are common to all institutions of one group, leaving to local boards of managers and of visitors, and to the superintendents in some cases, more clearly defined duties and powers than they now have as to particular institutions, and all three brought into more harmonious coöperation through the supervisory influence of the general board of philanthropy.

More specifically this would call for:

(a) A commission in lunacy very much as now constituted, with such changes in detail as experience dictates.

(b) A commission on penal and reformatory institutions consisting of three paid commissioners, or of one head commissioner corresponding most nearly to the present office of Superintendent of Prisons, and two assistant commissioners, one being in special charge in each of the subdivisions, of male reformatories, and of female reformatories. The enlisting of a much-needed wider interest in the fate of discharged prisoners might be promoted by creating some form of board of managers or of visitors for adult prisons, while retaining the boards of the present reformatories after some changes, in analogy with the organization of the lunacy field. This commission would have general control of the proposed institutions for special classes, as inebriates, tramps, and misdemeanants, and of district jails, when the inevitable reform is accomplished, and the state takes over the county penitentiaries and the county jails.

(c) A commission or commissioner of charities, to have general administrative control over the ten institutions now caring for the feeble-minded, the epileptic, the blind, the crippled, the tubercular, and the soldiers. This commission would also exercise the present administrative powers of the board of charities over the state and alien poor, and some of the powers now vested in the fiscal supervisor's office.

VII. Summary of the views expressed by the members of the committee:

Thirteen of the fourteen members of the committee replied specifically upon getting the draft of this report, some briefly, some carefully in detail. Two of these are opposed to most of the suggestions made, though agreeing as to some details. One of these expresses his dissent, however, rather in the form of questions, and uncertainly, not as final convictions. The other eleven members express themselves favorably as to the main idea, the need of a central supervisory board of philanthropy, though again there are many differences as to details. Some of these differences are due to different understandings as to the nature of administrative and of supervisory functions, and possibly to misinterpretation of the meaning of the words of the report.

Four call attention to the need of a constitutional amendment to permit the plan outlined, and one member carefully outlines the present legal situation.

One, though expressing general agreement with the paper, outlines briefly as his preference, a plan essentially different, that of three advisory commissions, the three presidents of which should constitute a state board of control.

Two favor single-headed paid commissionerships for administrative work, rather than commissions of several coördinate members.

One believes that for the advisory board even to call together representatives of the three commissions for the purpose of co-ordinating in the purchase of supplies would be exercising an administrative function.

One would remedy this and other difficulties by constituting the three administrative commissions, or commissioners, a board of control for all common business such as central purchasing, salary classification, etc., leaving them, however, quite independent as to all other powers and duties.

One believes that the present work of the State Board of Charities in the removal of the state and alien poor, is not administrative (as is implied in the paper) but is closely connected with supervision.

Two comment on the suggestion of a reclassification of the reformatories, one favoring the view of the report, the other believing that the idea is right, but that the time has not come for such a change.

While views are expressed on a number of other details, these are the most important opinions appearing in the replies received.

This report is presented in the hope that it may point the way to a plan combining the qualities of unity and of variety, of material centralization and of widely shared interest by private citizens, of business efficiency and of spiritual vitality, in the measure that these are essential to the success and progress of the state's system of philanthropies.

PROF. FETTER: The program does not provide for a discussion of the report at this point. We will proceed with the reading of the next paper, and in the course of the discussion of that, of course, the whole question will be opened up. The purpose of this next paper on "Some Financial Problems of Our State Institutions" was to study more specifically one phase of the problem that is undoubtedly affected by our present organization and by a reorganization, and the Honorable Homer Folks, secretary of the State Charities Aid Association, will present this paper.

SOME FINANCIAL PROBLEMS OF OUR STATE INSTITUTIONS.

HOMER FOLKS.

Members of this Conference are reasonably familiar with the change, during the last two decades, of the center of gravity of our state institutions from their respective locations to Albany. Until 1893 each institution was practically its own master. Its policy, its management, its business affairs were determined by its board of managers and superintendent, with little regard to other state institutions. Those whose personal experience dates back to that time doubtless think of it as the Golden Age.

If a Golden Age, however, it is not to return. Tendencies common to all modern business and to all modern government, have made wide departures from that earlier plan inevitable. Greater ease of communication by mail, telegraph and telephone, greater ease of transportation, greater numbers of institutions, greater differentiation of purpose, greater total cost, greater unity in all factors of government and of politics in the state, have made it as certain as night follows day that the isolated state institutions of a quarter of of a century ago must become, to a greater or less extent, parts of a more highly organized state system.

Centralization has been, in the main, along financial lines. The avowed and praiseworthy purposes have been to prevent extravagance, to secure some degree of uniformity in the quality and quantity of supplies and service furnished, to secure cheaper prices through buying larger quantities, to equalize salaries. To accomplish these purposes the following changes, among others, have been introduced; the estimate system, requiring advance approval of expenditures by the central authorities at Albany; the joint contract system, enabling or requiring institutions of a given group to purchase jointly; and the approval of plans of buildings by a central authority. In the case of the state hospitals the centralization of administration has been carried further than in the state charitable institutions, carrying with it larger control over appointment and removal of superintendents and other resident officers, and in particular making the stewards to a considerable extent directly responsible to the commission.

We will assume that all these changes have been entered upon in good faith, for the purpose of securing legitimate advantages of economy, efficiency of administration, and better service to all parts of the state. We will recognize, too, that these centralizing tendencies in business and in government continue; that the administration of the state charitable institutions is in a state of unstable equilibrium; that in all probability we must either go further in the line of centralization or retrace our steps over part of the road already traveled.

Assuming these points of view, the time seems opportune to take an inventory, as it were, of the results of the changes recently introduced, to ascertain whether they have accomplished their avowed purposes, and to ask what modifications and developments are necessary, if any, to obviate just causes of complaint and to avail ourselves more perfectly of the benefits of such centralization as has occurred. For this purpose the State Charities Aid Association has recently undertaken and is now carrying on an inquiry which we trust is wholly impartial, which is certainly entirely impersonal, and which we hope will shed light rather than heat on the question. The inquiry is not completed, and at this time we are in a position to express opinion on only some aspects of the problem. The working out of a constructive program requires further study and reflection. Even in stating certain judgments on the workings of existing methods I express only my individual views.

Among the convictions which, as an individual, the writer has reached, are the following:

1. The estimate system can be made to work smoothly. It is in use in the three departments, prisons, state hospitals, and state charitable institutions. It apparently works with entire ease in the prisons, with but little friction in the state hospitals, and with a maximum of friction in the state charitable institutions. One way to have the estimate system work smoothly is for the central authorities to approve the estimate as submitted after conference. Apparently this is what happens in some, at least, of the state prisons. I mention it not to disapprove it. If the central authority has entire confidence in his superintendents; if they have been proved to be competent and to give their work careful attention, and if by mutual conference, standards have been established, he may do much worse than accept their judgment as to their needs. That the estimates in the prisons department are not pruned with undue severity is evidenced by the fact that many of the articles are actually purchased at a lower price than the estimate allows. This also indicates that the wardens or superintendents do not feel themselves absolved from the duty of making purchases as advantageously as possible, even after a certain amount has been allowed.

The introduction of the estimate system in the state hospitals was attended with much friction. The disappearance of much of that friction may be accounted for in large part by several factors. First, the substitution of a quarterly estimate for a monthly estimate; second, some relaxation in the way of permitting the purchase of articles disallowed for a time; and third, permitting many small articles needed at irregular intervals and on short notice to be purchased without advance approval and covered subsequently in a supplementary estimate. This list of articles whose purchase was so authorized in the circular letter of October, 1904, includes 127 items.

As to the state charitable institutions, the estimates are revised to the last degree of minuteness as to quantities and prices; practically nothing can be purchased without advance approval; large numbers of items, meaning very little as to cost, but meaning a great deal as to the comfort and smooth working of the institutions, are disallowed or suspended; very full advance explanations of all items, however small, are required. It would be necessary to demonstrate large savings to the state in order to justify this

method of handling the estimates. I am not ready to say that such savings have not been secured; we have not found them as yet. I do not hesitate to say, however, that whether the savings be large or small, they could have been secured, and can be secured hereafter, with a small part of the friction and impairment to the efficiency of the institutions which has occurred. Among the unfortunate features of the operation of the system in the state charitable institutions are the following:

(a) First and most serious, I would name the excessive demand upon the time of superintendents for explaining to subordinate employees in an office many miles away why they need the particular amount, and the particular quality of each article required for the efficient work of the institution. These superintendents occupy positions of great responsibility. They are selected because of their supposed ability to reform wayward boys or girls, to educate the mentally deficient, to cure the sick, to improve the conditions of the epileptic. It is in a high degree shortsighted, unwise and unbusinesslike for the state to require a very considerable proportion of their time to be devoted to an interminable correspondence with headquarters at Albany, as to why they need a particular brand of shoe-strings, or a certain size double-boiler, or a new bread-pan or a garbage-can, or repairs to a broken plough, or two lengths of stove-pipe. If these superintendents cannot be trusted to buy reasonable quantities of such minor articles as may be required, and which it is impossible in many cases to foresee, they are unworthy of their positions. If they are worthy of their positions, the extent to which they are required to pile up reams of correspondence on such trivial matters is as wasteful, unbusinesslike, and inefficient a performance as the state could well engage in.

(b) It not infrequently happens that the correspondence as to the purchase of a particular small item drags out its weary length until the particular occasion for which the item was desired has passed. I know of no surer way to discourage a superintendent who wishes to purchase a tent for summer use for certain of his inmates than to beat back and forth on a possible small saving on the price, and eventually permit its purchase at practically the original price, *but in the autumn*. Equally discouraging is a correspondence extending over several months, concerning the purchase of rubber tips for the crutches of a crippled boy. These were requested in the month of February at a price of seventy-five cents per dozen, reduced on February twentieth to forty cents, ex-

plained on February twenty-fifth as being of a different grade from the sort on which the price of forty cents was given, again denied on March first on the ground that nevertheless a suitable kind could probably be bought for forty cents, again explained on March eleventh with a statement of inability to find the desired kind at forty cents, again explained at length on March twenty-seventh, with a statement that the letter of March eleventh has not been answered, that the boy is going without rubber tips on his crutches (this, bear in mind, is in the winter time),—finally allowed at forty-two cents on March twenty-ninth. On March thirty-first the contractor writes that his price of forty-two cents was on a number one tip; that a number two, the sort needed, would cost seventy-two cents; finally allowed in April at seventy-two cents. The record does show a saving of six cents, but if postage, stationery, time of stenographers and clerks and officials were to be taken into account, the entire transaction would show a loss of say somewhere from 1,000 to 5,000 per cent. Vastly more important of course is the fact that the crippled boy had been meanwhile without the protection of rubber tips on his crutches and the superintendent reduced relatively to the position of messenger boy. Speaking as an individual, I have no hesitation in saying that much of this process to which the state institutions have been subjected should be considered intolerable.

(c) A comparatively unimportant matter is that of supplies for the officers' table and for their guests, including the managers and various inspectors and others who visit a state institution from time to time and remain through the meal hour. Here, again, in passing from prisons through state hospitals to state charities, we pass from generosity to parsimony. In the state prisons each warden has a fixed allowance for the purchase of articles for his table, and the allowance is generous; in the state hospitals for the insane the treatment is as considerate as a liberal interpretation of the law will permit; while in the state charitable institutions the narrowest interpretation of a law, which never should have been passed, is enforced with the most rigidity. If managers or other visitors are to receive food at the superintendent's table other than that provided for the general purposes of the institution, it is at the expense of the officers. This was not taken into account when the salaries of the superintendents of these three classes of institutions were fixed, for, generally speaking, maximum of privilege goes with maximum of salary. To him that hath is given.

(d) The effort for cheapness often defeats its own purpose. Even though a given article can be furnished by an Albany firm for ten cents instead of twelve cents, at which the local dealer is ready to furnish it, it is not economy to take the time of superintendents, stenographers and high officers of the state to correspond back and forth over this difference in price, and to pay postage or expressage on the article from Albany to its destination.

2. While the estimate system can be made to work smoothly, the effort to secure cheapness, both by the estimate system and by purchase through joint contracts, involves as a necessary feature the establishment of adequate tests of articles delivered, otherwise the net result will be cheap and inferior, if not cheap and useless. I venture the general assertion that neither in the state hospitals nor in the state charitable institutions has the process of lowering prices been accomplished by an adequate defence against inferior deliveries. Some articles are tested in the state hospitals, practically none in state charitable institutions. For this state of affairs the central authorities, the Commission in Lunacy and the Fiscal Supervisor, cannot shift responsibility to the various institutions. They are either in charge of the business interests of these institutions or they are not. If they are in charge, as they are, it is their business to devise and establish adequate systems of testing deliveries and to see that these systems are faithfully carried into effect. I am ready to characterize some of the things that have been done in these two departments in the last two decades in the name of business efficiency, as being unbusinesslike. Specifications are in some instances vague, in others unreasonably if not impossibly exacting. When bids are submitted upon samples, the quantity originally submitted is insufficient to permit the sending of a sufficiently large portion to each institution to afford an adequate means of checking deliveries. As to articles not purchased by samples, but by printed specifications, in few instances is there an adequate system of analysis of a sufficient number of portions to afford a sufficient safeguard against abuse. One of the very first requirements of good business administration in these two branches of the service (I know nothing about the prisons in this regard) is the establishment of an adequate means of testing supplies delivered. As to many minor articles, hardware, stationery, paints, etc., it is I think, easily susceptible of demonstration that the lowering of prices has been accompanied in many instances by a marked deterioration of quality.

3. In neither department is there evidence that business administration has put into effect, or even given careful consideration to, large plans of constructive economy, such as interchange of products and other valuable possibilities of coöperation, as between one institution and another. Promising beginnings were made in the state hospitals several years ago by having one institution do the printing and grind the spices, and another manufacture the soap. These should be, however, but the beginning, not practically the end of coöperative industries of agriculture. A number of suggestions on these lines were made by Miss Clark in her paper on the needs of our state charitable institutions, read at this Conference two years ago.

4. The provisions of the constitution and the statutes relating to the products of prison labor, impose, in their working operations, an unjustifiable hardship upon state charitable institutions. Many of the articles supplied by the prison department are unsatisfactory in quality, or of inferior materials or are long delayed, or are sent at an unreasonable expense for freight, occasionally equal to the cost of the article. In a word, the furnishing of prison-made articles to state institutions, is neither good business nor good charity, as at present carried on.

5. The possibilities of economy through joint purchases by these three department has been greatly overestimated. In the large staple articles the quantities are so large in each that further combination diminishes competition and tends to increase rather than to diminish prices. The purchasing authorities of the three divisions might advisedly be authorized in their discretion, from time to time, to purchase jointly such articles as they may find it advantageous to buy in this manner, but should not be required to do so.

Without undertaking to outline at this time a constructive plan, the guiding principle should, in my judgment, be that which was suggested at Elmira last year. The responsibility for denying must go hand in hand with the responsibility for proposing. The engineer who applies the brake must also turn on the throttle. Otherwise there is lack of coördination and waste of power. Business management cannot be separated from other management. The Fiscal Supervisor is a supervisor-in-general and should be so recognized as such and held to corresponding accountability.

6. There is a real need of equalizing salaries in these three departments. The administrative rather than the supervisory authorities should be constituted a salary classification commission with power.

7. The state is facing the necessity of an unusually large expenditure for new buildings for all three of these departments. Among the enterprises to which the state is already fully committed are:

(a) The New York Training School for Boys. The state has agreed to depart from Randall's Island within a given period. The good faith of the state is involved, and equally imperative is the need of putting the boys in a favorable environment.

(b) Letchworth Village for the custodial care of the mentally defective from the southeastern portion of the state.

(c) A new state hospital for the insane at Lake Mohansic. Westchester county.

(d) The making of the plant of the Long Island State Hospital at Flatbush into a modern plant, or the building of a modern plant elsewhere to replace it.

(e) The making of the Manhattan State Hospital at Ward's Island into a modern plant.

(f) The provision of a state farm for women in a site about to be selected.

(g) The completion of the new Sing Sing Prison.

(h) The completion of the new prison in the northeastern part of the state. Ought to include:

(i) The establishment of a reformatory for adult misdemeanants.

It is evident that these demands if met, within a reasonable time, from the current funds of the state, mean an enormous draft upon current revenues. It is time to consider whether it might not be wiser for the state to follow the example of the city, and provide by a bond issue for getting up to date with its business and distributing the cost of permanent improvement over the years which are to enjoy their benefits.

CHAIRMAN FETTER: The discussion of this paper will be opened by Franklin B. Kirkbride, member of the board of managers of "Letchworth Village."

MR. KIRKBRIDE: Mr. Chairman, Ladies and Gentlemen: I am here to-day as the representative of a new state institution, an institution that possesses an honored name, and one of the best sites for an institution of its character in the state. So far, the control which has been exercised by the central authorities over Letchworth Village has been absolutely beneficent. The commission that selected the site got all that it asked for, and met only with kindness from all the departments with which it had dealings.

Letchworth Village will shortly, or whenever patients are received, become a part of the great system of the state's charitable institutions. I have had no personal experience with that system, but I have had the privilege of studying somewhat in detail and with considerable care the working out of that system in the existing state institutions. I agree with Mr. Folks that the centralized system of management has come to stay. The present system undoubtedly has its defects, but I am optimist enough to believe that they need only to be known to be corrected.

To be thoroughly successful any system of control must produce *authority with responsibility*. Does the present system accomplish this? I think certainly in some detail matters it does not, and the stories which Mr. Folks has told are fair examples of some of the cases which I have studied at the state institutions.

There must also be a *sense of proportion*. I think, in the examination of minute details, we are very apt to forget what the big problems are which are confronting us. In the case of the state charitable institutions the patients should be our first thought, and it seems to me that entirely too much of the time of the executive officers is spent in looking after details that could very well be left to subordinates.

The monthly estimates cause a great deal of the trouble, and I cannot see why, as in many business corporations, a quarterly estimate would not be just as effective as a monthly estimate. In looking at a problem of this sort, I think the balance sheet may be helpful. Consider our balance sheet. We have as assets the state institutions. We have as our liabilities the patients who must be cared for. On a balance sheet, if it is clear, there are but a few items, and these are the controlling items, and each one is supported by schedules that are minute in their details. It seems to me that if we gave more attention to the deadly parallel

column, comparing the results obtained at like institutions in like matters, and that if we compared these results in percentages, we should accomplish far more than by considering the detailed items as they are now being examined.

I was the other day in a neighboring state, and at a hospital that is considered the best of its kind because it gives the very best of care and treatment to its patients. A committee of its board of managers had just completed an exhaustive examination of that hospital, and had decided that its office was entirely too expensive. About the same time the State Auditor sent to the institution a report that its per capita tax cost was the lowest in the state. I believe if that board of managers had had a broader viewpoint, they would have realized that the expensive business office was a real economy because of its effective control of the other departments.

There must be a *bond of sympathy* between the central control and the institutions themselves. I believe, as the Attorney-General said in a recent opinion, "There must be a reasonable construction of the law on both sides." The system of control should produce,—I quote the words of Disraeli,—"*Aspiring rivals*" in the state institutions. There should be "*enthusiasm*," there should be "*emulation*" and there should be "*excellence*." I believe efficiency is just as important as economy, and I believe that there is nothing more important than economy except efficiency. It is perfectly possible to run our institutions both economically and efficiently.

A little sand in the gear-box can create a whole lot of friction, and I think one cause of friction is found in two words in the present law which specifies that the fiscal supervisor is to examine the estimates in "*minute detail*." If he were directed to spend more time on the balance sheets and less time on those minute details our institutions would spend no more and I believe we should get better results.

Mr. Folks said that the Golden Age has gone by. It may possibly be a thing of the past, it probably is; but I see no reason why the millennium should not be very near. I believe we are on the right track and I cannot see that there are any very great defects in the system. There are undoubtedly minor difficulties, but so long as the officials in control of the institutions and of the central body are reasonable and efficient, I see no reason why

our state institutions should not be managed with the maximum of efficiency and with the greatest economy.

PROF. FETTER: The subject is now open for general discussion with a limit of five minutes for each speaker. Certainly, as we have had it presented, it involves a great many technical questions. The papers that have been read indicate such a minute acquaintance with it that one might well hesitate to spring into the discussion of such a subject.

DR. WILLIAM MARON: Mr. Chairman, Ladies and Gentlemen: I have been very much interested in the report of the chairman of the committee and in Mr. Folks' paper on this question, and simply want to emphasize the importance of a suggestion made by Mr. Folks, namely, that of a bond issue. The increasing number of the wards of the state has become so great that it is now a burden each year to find the funds from the income of the state to provide for them. It seems if we are to have a broad constructive policy, we must study the situation, and make such a report that the state would be willing to have a bond issue to provide for the next twenty or twenty-five years for the growth of all classes of the state's wards. That would open a way for a proper study of the question, and then each year all we will have to go to the Legislature for will be appropriations for maintenance, and for such extraordinary repairs as may be necessary, and at the same time we will not burden the state each year by this long list of requests for additional buildings which cannot be granted, or if granted, only in part.

For instance, at our institution we have accommodations for 3,600 patients, and we had, when I left the hospital, nearly 4,600 patients. It is impossible for the state to provide in one year for the increased number of insane. The average for the past two or three years, I believe, is 1,200. Now, if the state would pursue the same policy with reference to the insane and the charitable institutions as it has in reference to the canals and to good roads, I think the way would be clearer.

CHAIRMAN FETTER: Does any one else wish the floor? If not, we will go on with the reading of the next paper.

Many here know that the reader of this paper has been interested particularly for some years in the problem of the petty criminal, and some doubtless know that he presented about two

years ago to the National Conference what was probably the best paper ever read there on the question of the tramp, and the origin of the tramp problem. I have pleasure in introducing Dr. Orlando F. Lewis, of the Charity Organization Society of the city of New York, who will read a paper on "The Possible Coördination of the Correctional Institutions of the State of New York."

THE POSSIBLE COÖRDINATION OF THE CORRECTIONAL INSTITUTIONS OF THE STATE OF NEW YORK.

ORLANDO F. LEWIS.

Last winter several bills were introduced into the New York Legislature, providing for the establishment of additional correctional institutions in this state. The prison commission and the prison association advocated a bill providing for the reorganization of four county penitentiaries as district workhouses, under state administration, one of the four penitentiaries to become a reformatory for male misdemeanants. Another group urged, under the leadership of the executive committee of the National Vagrancy Committee, the establishment of a labor colony or colonies for the correctional treatment of tramps, vagabonds, habitual drunkards, and those convicted of railroad trespass and analogous offenses.

Still a third group urged the passage of a bill which would empower New York City to create a board of inebriety, which should administer an extensive system of probation for inebriates, and also establish hospitals and colonies for the free treatment of inebriates at public expense. Still another bill provided for the establishment of a reformatory for male misdemeanants, to be known as the John Howard Industrial School. These bills in general passed the Assembly, but did not get through the Senate, generally not beyond the committee room.

Now, undoubtedly all these bills were desirable in principle, yet their champions often failed to understand how each advocated institution would relate itself to *other* institutions advocated in *other* bills. Those in charge of the labor colony bill, for instance, dropped the "habitual drunkard" provision some time after the bill was introduced into the Assembly, because it was found that the "inebriate's bill" covered that point better. Again, after a conference between representatives of the State Commission of

Prisons, of the Prison Association of New York, and of the executive committee of the National Vagrancy Committee, it was agreed that combined support should be given to the campaign, on the one hand, for a reformatory for male misdemeanants, and on the other hand, to the campaign for *one* labor colony for vagrants and tramps.

Such zealous but rather centrifugal activity in behalf of various bills led one member of the Senate Finance Committee to say that it was a pity that the people behind the various bills had not gotten together beforehand and agreed upon what they would ask for.

But, if, on the one hand, it seems necessary that activities in behalf of new correctional institutions should be coördinated, it seems also necessary to coördinate the work of existing correctional institutions in not a few respects, both as to administration and supervision. Certain defects in the present administration of some of our correctional institutions are so obvious that it would almost be carrying coals to Newcastle again to emphasize them. That the county jails of the state, for instance, often deserve the name of crime breeders instead of crime curers can hardly be denied. Charlton T. Lewis wrote in his last annual report as president of the Prison Association of New York, in 1904, that in our present prison administration there is an obvious anomaly. "There are, indeed, sixty-one prison systems," said Mr. Lewis, "because there are sixty-one centers of powers, namely, the counties. There is no uniformity in the condition or treatment of prisoners in the sixty-one counties, except that idleness uniformly prevails in the jails throughout the state."

Moreover, it would be but repeating the obvious to outline the widely diversified functions of the three state boards and of the Superintendent of Prisons, in so far as these powers relate to the supervision or administration of correctional institutions. The able paper of General Rosendale last November at the state Conference at Elmira showed that the State Commission of Prisons has no relations with the reformatories or training schools, except the right of inspecting institutions in which there are adult prisoners. As to the criminal insane, there is divided authority between the Superintendent of Prisons and the Commission in Lunacy. "The jurisdiction of the State Board of Charities," continued Mr. Rosendale, "covers reformatories for boys, training schools for girls, and reformatories for women, but not reformatories for men." And Mr. Rosendale in conclusion urged the

establishment of one well-equipped department of charities and correction.

You have heard this afternoon the recommendation by this Committee of one general board of charities and corrections. Superintendent Collins has recently written me that "the state and its political divisions have not joined in the adoption and application of a comprehensive, articulated system of general penal administration with centralized direction." "We have never outlined a plan for the correlation of the management of the several classes of penal institutions in this state," says Mr. Collins, "because we have not felt that there would be action in the matter in the immediate future. Such a plan should have the deliberate consideration of men who are familiar with all the existing conditions, and know what is right, as well as what is wrong, with the present system."

President Howard, of the State Commission of Prisons, has written to me his firm belief that the state should have control of every correctional institution, from the truant school to the home for discharged prisoners. Judge Shove, of Syracuse, gives us a magistrate's viewpoint in saying that our present system of dealing with prisoners is uneconomic and frightfully costly. Commissioner Frank E. Wade, of Buffalo, believes this problem of coördination of effort and treatment needs legislative attention as much as any problem with which the state has to deal.

Assuming, then, that greater coördination, amounting perhaps to virtual reconstruction in parts, is desirable and even necessary, let us first take account of stock for a moment, and then scrutinize the present needs that have *not* been met.

In his first annual report as president of the Prison Association of New York, Mr. Eugene Smith, in 1904, reviewed the history of the association during sixty years, and indicated at the same time the many important changes in the prison system of the state during that time. Briefly they have been as follows, although not given by Mr. Smith in their chronological order:

1. The establishment of the Elmira Reformatory.
2. The incorporation of the indeterminate sentence and the parole law into our legal system.
3. The separation in general of juvenile and older offenders.
4. The establishment of reformatories for women, with women as officers.
5. The establishment of hospitals for insane criminals.

6. The abolition of cruel and extreme punishments in prisons, including the abolition of the dark punishment cells.
7. The adoption of the suspended sentence and the probation system.
8. The appointment of police matrons.
9. The establishment of children's courts.
10. The abolition of the lockstep, and of striped suits, in part.
11. A general improvement in jail construction.
12. The substitution of death by electricity for hanging in capital cases.
13. The abolition of public executions.
14. The establishment of prison schools.
15. The establishment of a hospital for prisoners affected with tuberculosis.
16. The extension of the civil service system to the state prisons.
17. The introduction of a system of identification of prisoners.

To this list, made in 1904, might be added certain items from the 1907 annual report of the Superintendent of Prisons:

18. New prison to take the place of Sing Sing [and a new prison at Comstock].
19. Penalty for murder in second degree an indeterminate sentence, with minimum twenty years and maximum life.
20. Penalty for fourth conviction for felony, indeterminate sentence, maximum life.
21. Graduated scale of compensation for prison officers.
22. Classification rules enforced.
23. The provision for a compulsory farm for delinquent women.

Surely we have in this list of milestones of progress abundant reason for gratification. Shall we not now make a review of some of the important things we have *not* accomplished, conditions that still confront us as wrong, sometimes even as intolerable?

1. Jails are used not only as places of detention for accused prisoners, but for convicted prisoners. The laws as to the separation of juveniles from adults are not always enforced, nor is general association of prisoners with each other often prevented.

2. In jails, workhouses and penitentiaries, employment is not systematic, and idleness prevails in large measure. Existing employment is not reformatory in purpose or value.

3. Sanitary conditions in the lesser prisons are often wretched, breeding disease, and making the county or municipality virtually an offender against justice. There is no system of transfer from the lesser correctional institutions to a tuberculosis hospital.

4. The absence of a proper system of identification of criminals results in continued recidivism, and in wholly inadequate correctional treatment in the lesser prisons.

5. Until the past year, lockups and station houses have been practically uninspected.

6. The visitatorial and mandatory powers of the State Commission of Prisons, while actual powers, are nevertheless not sufficiently observed by all administrators of prisons to result in prompt changes in unsatisfactory institutions.

7. The indeterminate sentence and the parole system have not been extended to misdemeanants.

8. The reformatory system has not been extended to misdemeanants.

9. Persons violating state laws are not yet committed to the custody of the state, if convicted of misdemeanors, but to jails, workhouses, or to one of the five county penitentiaries.

10. The state does not control the county penitentiaries, in which a large proportion of the prisoners are maintained at state expense.

11. The state does not control other minor correctional institutions.

12. The probation law is but partially utilized.

13. Prison administration is not yet entirely freed from

partisan politics. The civil service system is not applied to rural jails.

14. Imbeciles and feeble-minded persons are still committed to penal institutions as responsible persons; in what proportion it is difficult to know.

15. There is no adequate correctional treatment of the vagrant. There is no labor colony.

16. There is no adequate treatment of the inebriate. There is no hospital or colony, as advocated before the last Legislature.

17. There is no adequate method as yet for aiding the discharged prisoner to rehabilitate himself so far as possible.

18. There seems to be no adequate way as yet of determining the results of reformatory treatment at the Elmira Reformatory, as evidenced by the after-lives of the discharged inmates. The parole officer for Elmira in New York City stated in the last annual report of the prison association that the result of a careful investigation made during the previous year had convinced him that considerably less than eighty per cent. of the discharged men must be regarded as actually reformed. The agent's report shows plainly that the percentage of reformations is not known.

Such are some of the lines on which progress is still to be made. You will have observed that in general the deficiencies in our correctional treatment relate to the lesser prisons. The administration of the reformatories and the state prisons is well organized. The State Superintendent of Prisons and the board of managers of Elmira and Napanoch are active in seeking progress. But there are no boards of managers for the penitentiaries or the jails. Partisan politics sometimes enter into county policies, as related to their local or county correctional institutions. Moreover the sheriff must change every three years, by law, as he cannot succeed himself. With him the subordinate officials are apt to change. There is little incentive to the sheriff to become a penologist. Counties often are parsimonious as regards jail and penitentiary administration. The correctional institutions often seem to the counties, from the economic standpoint, white elephants, and the results are bad.

Yet the jails and the penitentiaries of the state lodge by far the bulk of the prisoners each year. We have the following condition of things: The great majority of prisoners are imprisoned under the worst correctional conditions prevailing in the state.

They are, in general, imprisoned in jails and penitentiaries in the early stages of their criminal careers, when reformation could supposedly be most readily attained by the proper methods. Yet reformatory methods are practically absent in jail and penitentiary. In short, in developing reformatory and disciplinary methods in the reformatories and the state prisons, we are to a marked degree locking the stable after the horse has been stolen. The reformation of the prisoner is beginning after he has already made considerable progress in crime. The rigorous discipline of indeterminate sentence, hard labor and prolonged confinement within prison walls is visited upon the man and woman farthest along the road of crime.

In the belief that defects in our present correctional treatment could be indicated best by those engaged in the treatment of our prisoners, I asked recently for such comments from a large number of persons whose names in this state are very familiar to you. In the few moments at my command I beg to submit certain of their statements for your consideration.

As to transfers from one state institution to another, Miss Katharine B. Davis, superintendent of the Bedford Reformatory, expresses her belief that there should be legislation to provide an adequate transfer system; for example, from a reformatory direct to a custodial asylum for the feeble-minded, to the Craig Colony for Epileptics, or wherever the patient could be best treated. "As the law stands at present," writes Miss Davis, "the State Board of Charities is supposed to have the power of transferring. But, as a matter of fact, the courts construe this to mean the power of transferring only between institutions of the same class, which practically nullifies it so far as women are concerned." It seems to Miss Davis that the whole law dealing with the woman criminal is in a very chaotic and defective state.

Regarding transfers, Superintendent Byers, of the New York House of Refuge, writes that the administration of juvenile reformatories is rendered more difficult because of inability to transfer from such institutions to the Elmira Reformatory. Only the commission of a crime while an inmate of a juvenile reformatory makes it possible to effect a transfer to the adult reformatories. Since no child under sixteen can commit a felony (and since the law requires that a child under this age shall be tried and convicted as a misdemeanor, unless the child be charged with a capital crime), "we are unable," says Mr. Byers, "to transfer from one institution to another."

As regards the county jails, Secretary McLaughlin, of the State Commission of Prisons, writes that the law is sufficiently explicit regarding jails, but that the difficulty is to get local authorities to comply with the law. Mr. McLaughlin feels that the state is making great progress as to the jails, but that there is much room for improvement. Superintendent Collins writes that the jail buildings are improved and the prisoners are better fed than they were fifty years ago, but that otherwise the jail system is not improved; its conspicuous defects still exist. "The extensive penal system of the state," writes Mr. Collins, "has its fatally weak part in the jail system."

Regarding the penitentiaries, Miss Alice L. Woodbridge, of the Women's Prison Association, points out the woefully inadequate opportunities for the employment of prisoners. "In four penitentiaries, from fifty to one hundred men sit in idleness each day for six hours, relieved at intervals by marching around the room." Mr. McLaughlin states that "the labor conditions in the penitentiaries have been defective ever since the adoption of the new constitution in 1894, and he recommends that the state establish its own prisons for misdemeanants, and do away with the county control of penitentiaries. Industries should be under one system. All persons sentenced for any considerable time should be sent to these institutions rather than to county jails.

Mr. Charles K. Blatchly, superintendent of the joint application bureau in New York City, calls attention to the fact that "a very large percentage of the 5,447 young men between sixteen and thirty years of age, sentenced in 1908 to the penitentiaries, should have been sent to reformatories, if there were reformatories." The sentence of eighty-four per cent. of the prisoners sentenced last year to penitentiaries was from ten days to six months.

As to police stations and lockups, Mr. McLaughlin states that there is no law regulating them. Each local authority is a law unto itself. As indicated already in this paper, the State Commission of Prisons has but recently had a staff adequate to begin an inspection of station houses and lockups throughout the state.

As to reformatories, there was general agreement among my correspondents that the reformatory principle should be extended so far as possible into the lesser prisons. One point deserves, perhaps, special notice in this connection. Dr. Bernstein, superintendent of the Rome State Custodial Asylum, has written me as follows: "When we come to ascertain the facts that 37 per cent.

of the prisoners in the Elmira Reformatory are feeble-minded, and that also a large percentage — at least 10 per cent.—of the population of the prisoners are feeble-minded, and that about 10 per cent. of all cases sent to the correctional institutions for children, boys and girls, are feeble-minded, we are at once impressed with the fact that something ought to be done in connection with our municipal courts to ascertain whether the prisoner is feeble-minded before he is committed to a penal or reformatory institution. And, if so, the case should be properly committed to a custodial asylum or institution for feeble-minded, rather than to a reformatory institution. There is no doubt at all that these large percentages of feeble-minded committed to these reformatories or penal institutions account for the comparatively large percentage of unreformed cases sent out by such institutions."

From Dr. William L. Russell, medical inspector for the State Commission in Lunacy, I have received the following: "My own observation would lead me to think that it would be advisable to provide in some way for a more careful investigation of the mental condition of the inmates of the prisons and reformatories. I have been advised by those in a position to know — that about 30 per cent. of the inmates of the Elmira Reformatory clearly belong to the defective class and are not suitable for the methods employed there. It is also stated that there are, undoubtedly, quite a number of insane persons confined in the prisons."

As to probation, Mr. Arthur W. Towne, Secretary of the State Probation Commission, recommends that properly paid and properly qualified probation officers should be appointed in all counties and cities, and that their services should be available to all courts. That the probation system is still in part most unsatisfactory as it is being worked out, though not in principle, is evidenced in the experience of New York City. Miss Davis, of the Bedford Reformatory, states her belief that probation should be applied to young women for first offenses *only*, as a rule. She believes that at present the probation system is in this respect worse than worthless. "It will continue to be worthless," says Miss Davis, "as long as young women placed on probation cannot be removed from the surroundings in which they went wrong. A radically different kind of probation officer is needed." Mr. Wade, of Buffalo, a member of the State Probation Commission, urges that the great forward movement in penal progress should begin at the bottom, in the extension of probation, both of adults and juveniles.

As to parole, Mr. Towne urges that persons paroled from

prisons, reformatories and other institutions should be more generally and more closely supervised by carefully selected parole officers. Mr. Scott, Superintendent of the Elmira Reformatory, writes: "The only thing that occurs to me that would be especially beneficial over the present system as to reformatories would be the employment of more parole officers to take charge of men upon parole from the two reformatories of Elmira and Napanoch. The work is now fairly well done in most places, but in New York City, if we had better supervision of our prisoners, it would be greatly to their advantage."

To several of my correspondents the after-care of discharged prisoners seems a very important subject, one not at present covered adequately. Dr. Fronczack, of Buffalo, calls attention to the aggressive attitude of the police toward the discharged prisoner, who finds work hard to obtain. Mr. McLaughlin states that homes for discharged prisoners are very useful when properly managed. The state does not provide them. Dr. Howard recommends industrial plants for discharged prisoners. Mr. Mornay Williams, President of the New York Juvenile Asylum, and a member of the Executive Committee of the Prison Association, writes me that among the most important matters for change is an entirely new program as to the after-care of prisoners. "I am not at all sure," states Mr. Williams, "that this should be along the line of probation or of homes. The subject needs revision, and we have not found the solution, either in probation or in homes. It would be a modification, I presume, of both."

As regards new institutions, a reformatory for male misdemeanants, a state institution for juvenile delinquents, a farm colony for vagrants, and a farm colony and hospital for inebriates, are urged, emphasis being laid by all correspondents who mention the matter upon the great need of checking delinquency and preventing criminality in their early stages. For the young tramp, for the growing inebriate, for the perpetrator of petty crime, such institutions are required. As Judge Shove puts it, it is from the young men committed to jails, workhouses and penitentiaries, coming out of these institutions with the degree of Jail Bird, that our great army of tramps and criminals is recruited constantly. Mr. Wade writes that the juvenile proposition is a distinct problem. "Juvenile probation in connection with detention homes equipped for physical and moral treatment is most efficacious. The next step, if probation fails, should be industrial schools on the cottage plan."

I might continue long the suggestions made by the executives of many of our state and local institutions, some of whom I have quoted. Yet shall we not agree that the array of comment already quoted justifies the assertion that a greater degree of coördination is necessary in the treatment of our delinquent population, and also the statement that, unless we soon attack the question of coördination, the progress we make in our institutions will be partly at the expense of unity of purpose? A plan for the coördination of the state correctional institutions is beyond the scope of this paper, as planned. I have endeavored to point out specific reasons why it seems necessary to work out such a plan of coördination. Perhaps the principal reason why coördination must be carefully considered is that no one seems to feel that the present unorganized correctional system of the state should continue longer than can be helped.

What are, then, briefly some of the questions presented?

1. Should there be a State Board of Charities and Corrections?
2. Should there be a State Board of Corrections alone, analogous in functions to the State Board of Charities.
3. Should a State Board of Charities and Corrections be supervisory, or administrative. If administrative, how should the board be supervised, if at all?
4. What should be the limits of a correctional board? Should it embrace in administration or supervision the institutions for juvenile delinquents, for vagrants, for inebriates, for discharged prisoners?
5. How shall the county jail system be reorganized and co-ordinated with the other correctional institutions?
6. How shall the county penitentiaries be reorganized and co-ordinated with the other correctional institutions?
7. To what extent shall the indeterminate sentence, probation and parole, be extended to the treatment of misdemeanants?
8. How shall recidivism be prevented or checked, or recognized?
9. How shall the workings of the probation system be best advanced?
10. How shall the best services of efficient prison officials be secured?

11. How shall the classification of prisoners be extended so as to eliminate the feeble-minded and other defectives from prisons?

12. What shall be done for the vagrant, for the inebriate, for the discharged prisoner?

13. How shall we determine the actual results of the reformatory system beyond the period of imprisonment of the inmates?

14. How shall prisoners be most efficiently and most profitably employed?

15. How shall we arrive at a solution of the above questions?

May I, in closing, make several brief suggestions? It seems evident that, if the matter of greater coördination of correctional institutions, both in supervision and administration, is important, the means to such an end must be most carefully considered, in order, as Superintendent Collins has said, that, in substituting for the ineffective methods the effective, we do not substitute for the effective, the ineffective methods. The matter seems one for committee deliberation, and for a committee both representative of the state and representative of the best knowledge the state has on correctional subjects.

I venture to suggest that such a committee to be composed of several members of the State Commission of Prisons, and, in addition, representatives of the Prison Association, the State Board of Charities, the Superintendent of Prisons, several executives of correctional institutions such as Elmira and Bedford Reformatories, and several other citizens of the state, students of penology such as the chairman of this section this afternoon, could be called together by the State Commission of Prisons. We seem to have the choice of continuing as we are now going, or of not taking up the matter, because, as General Rosendale stated last year, under our present Constitution, not until the general election to be held in 1916 is the question to be decided by the electors of the state whether there shall be a convention to revise the Constitution and amend the same; or of taking action now in so far as the working out of a plan of reasonable coördination of supervision and administration of the institutions is concerned.

If such a committee were soon called together, it might consider first the correctional needs of the state which it is desirable to present to the next Legislature. If this committee be not appointed, then I would suggest that, in order to avoid this winter

the conditions of last winter, when several groups championed several bills with but partial recognition of the relation of the bills to each other, a working committee be organized, this committee to consist, say, of two members of the executive committee of the Prison Association, two members of the State Commission of Prisons, one member of the State Board of Charities, and two other persons, not members of the other organizations. These seven members to go into the present needs of the correctional system, with the especial aim of deciding what it would be well to attempt to obtain from the Legislature this coming winter. I have no doubt that the friends of the labor colony bill would be glad of the organization of such a committee, and that those particularly interested in the securing of a hospital and colony for inebriates would also join, through a representative, in the deliberations of such a committee.

CHAIRMAN FETTER: The discussion of this paper will be opened by Hon. Francis C. Huntington, member of the State Commission of Prisons.

MR. HUNTINGTON: Mr. Chairman, Ladies and Gentlemen: Mr. Lewis has certainly opened a very wide field for discussion. I cannot attempt to do more than touch upon some of the more salient points.

We must all agree that it will be wise for all interested in new legislation regarding penal institutions to get together before the Legislature meets and before bills are introduced rather than afterwards. We must all agree that it would be well to block out some comprehensive plan instead of making changes haphazard as the needs seem to appear. That having been done, we must perforce face the strong probability that that plan will not be adopted *in toto* and at once, and we shall, indeed, be fortunate if we succeed in getting a small percentage of it adopted each year.

And in that connection I must add that I think it might, perhaps, be a misfortune to have such a plan, however carefully thought out, adopted *in toto* and at once. I confess to a certain distrust of comprehensive plans logically and consistently constructed, so attractive on paper, creating at once a new system of administration and control. That is not the Anglo-Saxon method of progress. That method has been, on the contrary, a slow development and survival of the fittest, a working out of things, often illogically, with a little tinkering here and a little tinkering

there; a slow improvement and growth and not a revolution. This has been shown to a large extent by the long list of achievements obtained during past years, which has just been read by Mr. Lewis.

To be more explicit, it is entirely illogical and inconsistent that the three state prisons should be managed by one executive, the Superintendent of Prisons, and that the two state reformatories, Elmira and Napanoch, should be managed by a board of managers. No one, sitting down to construct on paper a comprehensive plan of any complete state system, would be likely to provide those two things side by side.

But the problem before us is not to create a system where none exists. We are not a brand new state providing for institutions where no institutions are now in being. In the well-worn phrase of President Cleveland, "It is a condition and not a theory that confronts us." These two systems exist. Each has gathered much experience in doing its work. I am not prepared to say to-day that the state prisons ought to have a board of managers or that the two state reformatories ought to be under the Superintendent of Prisons.

Again, it may be said, for example, that separate state charitable institutions are best managed by each having its separate board of managers. Assume that to be true, it does not necessarily follow that each state prison would be better managed if each had a separate board of managers. One thing to be considered is this: The state prisons are in one aspect industrial enterprises. They manufacture certain useful products. Their market is restricted by the constitution to the public institutions of the state. If each of these boards of managers had to get in touch with all the state institutions to dispose of their respective products there would be unnecessary duplication of selling agents, there would be unnecessary overlapping and conflict in the production of certain articles. A central management, on the contrary, can so distribute and coördinate the industries in the different prisons as to meet the demand of the state institutions without overproduction of any one article.

From this point of view the three prisons are like one manufacturing concern,—a trust, if you like—operating three plants. And in spite of all the evils which we hear now-a-days of the trusts, we can, nevertheless, learn something from them as to efficiency of management in such a situation.

The reformatories, on the other hand, are more like trade schools, where they build a brick wall for the purpose of instruction and take it down again and build it over the next year. While they do produce a certain salable product, that is a comparatively small part of their work.

I am not saying that these two different systems must go on indefinitely. I am not saying it may not be best to apply this coördinating theory to them in the future. My caution is that we should go slowly in attacking so large a problem.

Now, what is the most crying evil of to-day in the penal institutions? I say, without hesitation, it is the condition of the county penitentiaries and the county jails. I haven't time to stop to go into the details. The details have often been presented to this Conference. They have been pointed out for successive years, but no remedy has as yet been applied.

In the bill introduced last year, which has been referred to in the paper just read as the bill for taking over the penitentiaries by the state, there was recognized the necessity for a state reformatory for misdemeanants similar to the Elmira Reformatory, which is for felons only. That is a subject which has often been brought before this Conference. And in providing that one of the penitentiaries should be made into such a state reformatory for misdemeanants, the bill recognized the existing state of things, and further provided that that reformatory, when established, should be put in charge of the existing State Board of Managers of Reformatories, which now has charge of Elmira and Napanoch.

The bill further provided that the other three penitentiaries should be made into state workhouses, so-called; and, again recognizing the existing state of affairs, provided that these three state workhouses should be put under the care of the State Superintendent of Prisons. The principal reason for this was in order that the industries to be established would be under the same management as the industries now established in the state prisons, so that the product could be economically disposed of to state institutions, and so that the industries both in the state prisons and in the three workhouses could be so distributed and coördinated as to meet the demands of the state institutions without overlapping or competing with each other. All that has been pointed out a few moments ago.

It is to be noted here that this plan entails no additional expense upon the taxpayers, but, on the contrary, ought to result in a saving, in so far as the inmates of these workhouses shall con-

tribute to their own support, which they do not do to any extent as it is now. I say it entails no additional expense, because, while it does increase to some extent the expenses of the state, it decreases to the same or to a greater extent the county expenditures. To the people as a whole it makes no difference out of which pocket they pay their bills.

Now, it may be that the bill referred to is not the best way to accomplish the result aimed at. It may be that some other arrangement can be devised which would fit better into the general plan which we admit should be mapped out. This is not the place to discuss all the details of such a general plan, but whatever that plan is, whatever it is to be, I think we can all agree that the taking over by the state of the care of misdemeanants must be one feature of the plan.

Now, I should like to say one word upon a subject which was treated both in the paper just read and in the report of the committee as to that general plan. It is suggested in that report that the three present commissions charged with the duties of inspection, the State Board of Charities, the State Commission in Lunacy, and the State Commission of Prisons, should be consolidated into one commission and that that would coördinate and simplify the work of all the commissions. And it has been suggested that because the field of the State Board of Charities overlaps at the edges to some extent the field of the State Commission of Prisons, and because there are some institutions which might with almost equal reason be included under either jurisdiction, it therefore follows that those two fields taken in their entirety must be the same. Because you can draw no sharp line of distinction between them they must be the same. Now, that is a fallacy which I think was disposed of as neatly as possible by Mr. Justice Holmes in one of his opinions, by adverting to the distinction between day and night — daylight and darkness. No one can fix the exact moment of time when daylight ceases and when darkness begins; and yet it does not follow that day is the same as night. So also there is a real distinction between charitable institutions and penal institutions, although when you come to draw the precise line between them it must be an arbitrary line as regards institutions immediately on either side of the said line. Each of the fields is very large, and I do not believe that any one commission could inspect both, or all three rather, as well as they can be inspected by the separate commissions.

You will remember that this whole question came up at the time the present constitution was amended in 1894. The present provision was urged very strongly by the State Charities Aid Association, in the Constitutional Convention, and I had sent to me the other day a report issued after the adoption of the Constitution, and I will with your permission read short paragraphs from it.

After referring to the previous conditions: "To substitute for these tangled conditions, of omission and duplication of work, a simple, comprehensive system of state supervision, which should cover all the institutions of the state; should classify them into their natural divisions of charity, lunacy and correction; should provide for each division a state official body, responsible solely for the thorough inspection of the institutions of its own division, seemed to us a much-needed reform, one worthy of consideration by the Convention."

Then there is also printed in this same pamphlet an argument which was made by Mr. Folks before a committee of the Constitutional Convention, and in accordance with which the Convention acted. He said:

"We believe that the best welfare of the inmates of all these institutions, and the most effective supervision, will be secured by accepting the natural division of the field into correction, lunacy and charity, and by placing a supervisory State Board over each of these departments."

"At the present time the State Board of Charities exercises supervision over institutions whose expenditures during the year ending October 1, 1893, amounted to \$20,407,982, and which contained October 1, 1893, a total of 80,543 inmates. If, now, to these there should be added the inmates of prisons, penitentiaries and jails, the total number would be increased to more than 90,000. Then, too, we must remember that before the next Constitutional Convention meets, should it be held twenty years hence, this number will probably be increased fifty per cent. We are convinced that it is impossible for any one board to do effective work in the whole of so large a field."

That calls attention to two facts. First, that the plan in its entirety, as proposed by the Committee's report, read this afternoon, would require a constitutional amendment. Second, that this very question was gone into to a large extent before the previous Constitutional Convention, and the presumption would seem to be in favor of the present plan.

Now, as one example of the difficulty in one commission doing all this work, the State Commission of Prisons a few years ago had also the duty of acting as a board of parole, passing upon the applications for parole in the different prisons. It was found that one set of men could not attend to all those duties and a separate board of parole was created, and the results since then have been very much better than they were before.

And in the report of the Committee this afternoon it was pointed out that it was much to be desired that volunteers should be interested in this work. It seemed to be the idea of the report that the one commission which was to cover these three fields was to be composed largely, if not entirely, of volunteers. Now, there is a very distinct limit to the amount of work which volunteers can be made to do. I think that any board composed of volunteers would be swamped by giving it so much work. On the other hand, if you have three boards for the separate fields you get more people interested and more diffusion of knowledge throughout the whole community, as was suggested in another part of the Committee's report. If you find that one of these boards is doing better work than the other, the remedy is not to abolish the other and overload the one, but it is to improve the work done by the other. And when you get right down to the bottom, the question is a question of men. Whatever system you have, you will not get good results unless you have proper men to administer it.

In conclusion, I repeat that the task before us is this: To consider carefully and to lay out some large and comprehensive plan, to include in that plan a proper scheme for the state management of institutions for misdemeanants, workhouses or reformatories, or by whatever name you choose to call them; and then this coming year do not expect to get your whole plan adopted, but work hard to get that one feature of it enacted into law.

The state took from the counties the care of the insane. No one who now proposed to go back to the old county hospitals would be listened to very patiently by this Conference. There is the same necessity for state control of misdemeanants, and let us all work together during the coming year to bring it about.

CHAIRMAN FETTER: The paper is now open to general discussion.

DR. ALBERT C. HILL: I would like to emphasize the statement of the last speaker to the effect that something more than a system

is needed, that there must be men and women to work the system. The reform most needed in all institutions of a penal or reformatory nature is in the class of men and women put in charge of the inmates. A superintendent can accomplish little if his assistants are not of the right stamp. Every attendant, every guard should be a true man or woman. The officials of every rank in prisons and reformatories help to create the atmosphere that influences the prisoners, and if they are not true men the desired results cannot be expected. It would pay to put more money into men and women in charge of institutions, even if there was not so much left to put into buildings and equipment.

MR. GEORGE McLAUGHLIN: It is recognized pretty generally in the business world that it is a safe thing to let well enough alone. Now, if we have any state institutions that are prosperous, are successfully managed, are accomplishing the purposes for which they were created, why let us be glad and let them proceed until they begin to fail of their mission.

Now, I assume from what has been said here this afternoon about our State Commission in Lunacy, that our state hospitals for the insane under the care of the State Commission in Lunacy are successfully managed and that conditions there have not been criticised. Now, I am not an expert along that line and I cannot say. If there are any troubles in the state charitable institutions, why, they should be rectified. I have not had any experience in state charitable institutions and do not venture any suggestion along that line.

What I would suggest is this: At the present time, as matters stand, the state prisons in this state are under fairly good management and we have been making very marked progress in their management and in the care of prisoners. We have done away with a lot of things that were undesirable. We have established a lot of things that are progressive. And, as has been suggested here, nobody has criticised the present method of managing the state prisons. Now, if that is true, then we should be somewhat slow in revolutionizing that management.

Now, that is equally true of the state reformatories. In my judgment, and I think it is conceded by practically everybody, the state reformatories for men, under the general superintendence of Colonel Scott and his assistant superintendents, are well managed; that they are model institutions; that they are recognized as such not only in this state by penologists, but by penol-

ologists throughout the United States and throughout the world. They have a high reputation. And, if that is true, then I think we should be conservative in recommending any radical changes in their management. Let us do things that need to be done and not so much concern ourselves about things that are well enough as they are.

Now, what I say in relation to state reformatories for men I think is equally true about our state reformatories for women and about the industrial schools for boys and girls under state management. I am not so intimately acquainted with these, although we do visit state reformatories for women.

Now, there are some minor prisons,— I am speaking now about penal institutions, because those are the ones that I know about,— that need to be changed, we believe. And those are the things that we should work for. Under our present constitution penitentiaries do not, and probably never will, employ their inmates as long as they are county institutions. And in order that all these idle men in the penitentiaries may have employment and reformatory treatment and the young men in them receive school instruction, it is necessary for the state to take them over. And, therefore, our commission and penologists generally, and everybody who has given attention to this thing, believe that that is a change that ought to be made.

Then we are brought face to face in our visitations with the fact that the state has never provided a reformatory for misdemeanants, where young men who commit the lesser crimes can be sent for instruction in trades and letters, and for reformation; we find them everywhere in the jails and penitentiaries,— a very serious defect in our prison management. That needs to be corrected. And the treatment of inebriates and of tramps in this state under our present management is defective, and we need legislation and the expenditure of money and a change of method of treating these people.

Now, there is a vast field of endeavor for missionary work with your members of the Legislature, and probably quite as much as we will accomplish in the next session, at least. And, as I started out to say — perhaps my gray hairs naturally make me a little conservative,— I believe in definitely proposing something that you can demonstrate to the Legislature absolutely needs to be done (because unless you get the Legislature with you, you are pretty nearly powerless), and then bend our efforts to accomplish such purpose.

Mr. F. E. WADE: On the correctional phase of the discussion there seems to be two problems, one the management and the other the method of treatment of the prisoners. If it is possible to work out any scheme by which the correctional institutions of the state can be brought under one central management, I think it is very desirable. I think that there ought to be one central commission, a commission of prisons and all other forms of penal institutions to supervise and correlate the conditions in these different prisons or reformatories or other correctional institutions.

In regard to the methods of treatment, there are great opportunities for improvement. It has always seemed to me that the methods in our state prisons are archaic. It is strange that men who are the most disqualified to live in society should be sent to places where they do not seem to get such qualification. I think that the conditions in our reformatories ought to be extended to our state prisons. I think that a man who has committed a crime against society and is sent away for a long term should be instructed and educated in some way so that he can come out in a condition to live again in society. I think he comes out now unfitted to live in society. Neglect to furnish the opportunities for securing these qualifications is a failure on the part of the state to perform an obligation.

The penitentiaries ought to be taken over by the state and better methods introduced into them. I believe that some system ought to be introduced into all these prisons whereby the families of the prisoners can get some return on their labor. A man is taken away from his home and family; the state owes to the children of that man an opportunity to be decent children and to grow up into good citizens, and yet the state closes its eyes and those children are thrown on charity, either public or private. A problem ought to be worked out so that some return from that man's labor will come back to the family.

Then the state ought to provide for the smaller offenses, such as intoxication and roaming tendencies, colonies where drunkards and tramps can be segregated and improved.

With better opportunities for reform in our state prisons, with the state taking over the penitentiaries, and with colonies for these lower offenses, there will be great progress in the penal treatment of offenders. Of course, down under it all, the best treatment is that of probation. Society for ages has placed a brand upon a convicted man who has crossed the threshold of a penal institution. If that brand can be kept off him, and that man can be

reformed in society, then it is the highest function of the state to give him such an opportunity.

MR. JOHN R. SHILLADY: Out of my ignorance I want to say just a few words in regard to the county jails. I agree with those who believe that the county jails are a crying disgrace and the sooner they are reformed or removed the better. They are the breeding places of idleness and disease, and I thoroughly believe that those who go into them bad come out worse.

I have no doubt that tuberculosis and other communicable diseases are spread in these institutions by the indiscriminate mingling of men, women, boys and girls, of all classes and conditions.

I do not think that very much good is accomplished, after all, in our jails, when we consider the amount of money expended, and the benefits we have a right to expect from the time, effort and money invested.

I want to enforce, as strongly as I can, what Mr. Wade has just said with regard to the possibilities of the probation and parole system, as a superior substitute for detention in jails, even if the jails themselves were otherwise admirable.

In minor offenses, I am sure it would be better if we did not emphasize so much the putting of offenders into jail under short sentences, or longer ones, for that matter, and, instead, spent the same amount of money now spent for institutional care for the purpose of extending and improving our probation and parole system, thereby keeping the young men from the destructive influences of incarceration in jail and penitentiary.

In our cities, the churches and public schools, where the young adults might associate and be properly trained and educated, are usually closed for the greater part of the time. We fail to provide proper facilities for legitimate self expression of the better kind, and then because of our stupidity and neglect in this direction, we afterward sentence the young man and woman for doing things which our social neglect makes us partially, if not wholly, responsible for.

Now, with regard to work. The question of idleness in jail and prison is, to me, one of the most important things to consider. The employment of our prisoners has been objected to for years, and with much justice, by the Trades Unions, when the prison-made goods are sold in competition with the product of free labor. If it were provided that whenever our manufactured commodities

were sold in competition with goods made outside, the prison workers should receive the going rate of wages, provided they earned them, and our prisons so managed that they would earn them, we would be approaching a defensible position. As things are now, by compelling a man to work while some one else is making a profit on his labor, and he himself receives nothing, we are virtually sentencing the prisoner into slavery.

It was supposed that slavery was abolished in this country in 1865. We sentence our prisoners into slavery on the plea that society must defend itself against the criminals, and that the offender should be made to pay the cost of his support.

Society has a right to protect itself but not to go beyond protection to exact vengeance, or institute slavery to accomplish its own end.

If a prisoner can earn \$2.00 or more a day, he ought to be credited with that amount, out of which might be deducted the cost of his maintenance and supervision in prison, economically administered. Part of the sum to his credit could go to the support of his family; another part to recompense the injured party, if a crime against property, or to help in the support of any one whose support was affected by his crime, as in case of bodily assault, manslaughter, etc. The balance remaining should be his absolutely. Society has no right to it.

By dealing equitably with the offender we come nearer to making our punitive methods sane and commendable.

MR. HUNTINGTON: Mr. Chairman, one reason suggested for consolidating these boards of supervision was that as they are now constituted they are all working separately, not in touch with each other, and doing inconsistent things. I merely wish to suggest that one method of keeping those boards in touch with each other would be to have the same man appointed as a member of each board, if a man could be found who was willing to take so much responsibility, and in that way each board would know through him what the others were doing. That is a method which is now provided by statute in the case of the State Probation Commission. This commission has one member from the State Board of Charities, and another member from the State Commission of Prisons, and in consequence, those three boards are kept in touch with each other.

MR. McLAUGHLIN: Mr. Chairman, I think, perhaps, the speaker that followed me, if his remarks were allowed to stand,

might create an impression upon this audience that there were no reformatory measures existing in the state prisons of this state. I would like to have it go upon the record that all first offenders, that is, all persons who are sent to state prison for a first conviction of felony are sent on an indeterminate sentence and are eligible to parole after serving one-half of their term. The difference between the maximum and minimum term must be at least half of the maximum term. And we have a State Board of Parole that visits these prisons monthly. And when prisoners are paroled, they are under the supervision of parole officers. That is as true in the state prisons with this class of prisoners, which is the majority, as it is in the reformatories.

In addition to that, we have in all the state prisons a thorough system of education, of instruction in letters; and while we have not the trade schools, we have actual industries where the prisoners are taught trades. To a very considerable extent our state prisons are reformatories.

CHAIRMAN FETTER: It has been said that all mankind can be divided into two classes, men that do not see the woods for the trees and men that do not see the trees for the woods. A practical and scientific program of social progress must be made by men that see both the woods and the trees. If we are to have progress we must have discontent, we must have criticism, we must abandon the past, we must depart from precedent, and we must have an ideal.

It has been shown that the proposal of a unified board of philanthropy was discussed twenty years ago. Twenty years ago is almost the dark ages in the matter of philanthropy. We have made as much progress in the last twenty years in our conception of the larger relations of these problems as had been made in fifty years before. Twenty years ago the duties of a supervisory board were thought to be mainly those of inspection to detect abuses, to prevent inmates from being physically injured, and to examine the material equipment of the institutions. This work is still needed, though less than it was, but according to the modern conception of the problem of philanthropy the function of a general advisory board must be more creative. It must co-ordinate all the agencies so as to work an improvement in fundamental ways. It must develop a constructive and preventive philanthropy. The view that may have been right when the last Constitutional Convention was held is *prima facie* and almost

conclusively wrong, as applied to this peculiar problem as it is to-day.

Above all other thoughts in the modern and growing conception of this subject is the thought of the unity of these diverse problems, of the need of studying and treating them together, not as matters of detail and in divided fields. If this session does just a little to set this ideal before this Conference a little more clearly, and to discredit just a little the notion that the prime purpose of a supervisory commission is to detect malfeasance in office, this meeting will have been worth while.

Also as regards our conception of reformatories and prisons, we have advanced. The progressive view which will be generally accepted within the course of the next decade, is that the division line should be not between reformatory treatment and prison treatment; it should be between custodial care and socializing education. The division line of treatment and methods should be not between old men and young, between male and female, between misdemeanants and felons; the division line should be between those that are unfit for a return to society because of moral or mental or other defects, and those that are capable of reformation. No matter what his age, no matter what his crime, if a man is ever to be set at liberty, he should, for his own sake and for the sake of society, be given the best possible reformatory discipline to fit him to be a free citizen in a free republic.

After all, when we go away and think over the discussions of this Conference, each of us recognizes that what he said was not quite right and what the other person said had in it more of truth than at the moment appeared. So it will be as we recall this session, and so may it lead to better things in the philanthropy of our commonwealth.

THE PRESIDENT: There is a matter of business that we should attend to. I will call on the treasurer, Mr. Frank Tucker, to make a report.

MR. TUCKER: Mr. President and Members of the Conference: It has become necessary to say a few words with regard to the Conference finances. As you know, the Conference expenses are met by voluntary contributions. In the early days of the Conference contributions were few, but then the expenses were comparatively small. It is also true that at that time it took a great deal of hard work and thought to make both ends meet. There came a time when the contributions increased, but the ex-

penses increased in proportion. We then held the notable Conference in Rochester when the local committee very kindly turned over to us a surplus of some six or seven hundred dollars. About that time we authorized new classes of expenditure in the Conference, notably for the exhibits which have been so successful. Our fiscal affairs reached a climax last year when our contributions fell off very considerably, undoubtedly as a result of the panic of 1907. * On the other hand, the expenses of the Conference of 1908 were the largest in our history. Consequently, we began this Conference without a dollar in the treasury that did not have an outstanding liability against it.

The contributions this year have been larger than last, undoubtedly due to a return of prosperity, but we are facing a possible deficit. Now, my appeal to you is that each one of you who happens to be a manager or a trustee of an institution or a society benefited by these discussions, will use his or her influence to persuade that institution or society to make a modest contribution. From those of you who have anything left after paying the very high bills due to the greatly increased cost of living, and who feel that you would like to make a contribution in a good cause, we would be very glad to receive anything from the smallest amount up to what you feel you can afford.

The amount received for the expenses of this Conference so far is about \$1,300. We see all of that going and some more. You know the cost of printing the proceedings has increased very largely. The demand is greater; there are a larger number of members of the Conference to receive the report. But, yet, it seems to those of us who have struggled with the finances during the past ten years that it would be lamentable if we should be forced to cease printing the proceedings which contain so much valuable information and which now are sought for by people all over the world.

I hope that each and every one of you will use his and her influence to increase our fiscal resources.

THE PRESIDENT: Do you present the report itself at this time?

MR. TUCKER: The report in detail will be published in the proceedings.

THE PRESIDENT: Is there further business to be taken up? If not, the Conference will stand adjourned until the evening session at 8 o'clock.

SEVENTH SESSION.

THURSDAY EVENING, *November 18, 1909.*

Conference convened at 8.20 p. m., President Williams presiding.

THE PRESIDENT: The Conference will please come to order. We have one Committee still to report. Mr. McLaughlin, the Chairman of the Committee on Resolutions, will now report.

MR. McLAUGHLIN: Ladies and Gentlemen of the Conference: Several resolutions have been referred to the Committee on Resolutions, and they report on this resolution, introduced by Mr. Hebbard, favorably:

WHEREAS, The growth of vagrancy in this state imposes large burdens upon the community while the present methods of dealing with such offenders, whereby they are committed for short periods to jails and workhouses, where there is little or no work for them to do and no uplifting influences, aggravates rather than cures the disease, and

WHEREAS, Other countries have for years cared for vagrants in farm colonies apparently with excellent results, and there seems to be no reason why their example should not be followed by this state to its advantage.

Resolved, That this Conference petitions the Governor, the Legislature, the State Board of Charities and the State Commission of Prisons, to give careful consideration to this important subject and to take suitable action thereon.

The following, introduced by Mr. Huntington, is also reported favorably:

WHEREAS, Each of the county penitentiaries is caring for prisoners from other counties and is to that extent performing a state function, and

WHEREAS, A person convicted of a misdemeanor has been adjudged guilty of a crime against the state, as much so as a person convicted of a felony, and the state itself should supervise his punishment and retain him in its own custody and care during his imprisonment, and

WHEREAS, State institutions as now managed are better adapted than local prisons for the proper discipline and reformation of delinquents;

Resolved, That this Conference recommends that the state take over the care of offenders convicted of misdemeanors as well as those convicted of felony, and that the Legislature be urged to establish institutions properly fitted to accomplish this result.

The following, by Mr. Lang, is reported favorably:

Resolved, That the president appoint a committee to consider the subject of the character, preparation, service, pay and social life of caretakers in charitable institutions and report at the next meeting of the Conference.

The following, offered by Mr. Stewart, is reported favorably:

Resolved, That the officers and members of the Tenth New York State Conference of Charities and Correction, assembled in the Senate chamber in the Capitol at Albany, on Thursday, November 18, 1909, send affectionate greetings to Dr. William Pryor Letchworth, of Portage, the first president of the Conference. They are not unmindful of the inspiration they early derived from the life-long services to humanity rendered by Dr. Letchworth. In his venerable retirement he is not forgotten, and earnest wishes for his future health and happiness we now convey to him.

The following, by Dr. Bernstein, is also reported favorably:

WHEREAS, No comprehensive and scientific investigation has yet been made with reference to the various phases of child-caring work, and

WHEREAS, The problem is one of national importance, therefore, be it

Resolved, That the State Conference of Charities endorses the proposed establishment of a federal children's bureau, one of whose first duties should be the making of such an investigation, and, be it further

Resolved, That if the national government should fail to establish such a bureau, we urge the government of the state of New York to appoint a commission, consisting of not less than twelve expert representatives of various child-caring plans, to make such

a study, and that we urge the Legislature to provide for the expenses of such a commission, including the services of statisticians, physicians, educators, nurses, investigators and other employees.

Also the following, presented by Mr. Blatchly, is reported favorably:

Resolved, That the thanks of this Conference be tendered to Mr. Daniel W. Cahill, Superintendent of Public Buildings, and to his assistants, for the many courtesies extended to the Conference in its use of the Capitol rooms.

Resolved, That the thanks of this Conference be tendered to all who have contributed towards making this Tenth Conference of Charities and Correction a success.

THE PRESIDENT: You have heard the report of the Committee on Resolutions, which covers the recommendation on the several resolutions just read. What is your pleasure concerning them?

MR. BLATCHLY: I move that those resolutions be adopted by the Conference as read.

The motion was seconded and carried.

THE PRESIDENT: Is there any further business to be transacted by the Conference? If not, I shall have the pleasure of introducing to you the Chairman of the Committee on Public Health, Hon. Robert W. Hebbard, who will take charge of the session.

MR. HEBBERD: Owing to the inability of Dr. Hermann M. Biggs of the Health Department of New York City to serve as chairman of this Committee of the Conference, because of the pressure of innumerable other matters upon his time and attention, the present chairman at almost the last hour was drafted to act in that capacity. Although each member of the Committee has been requested to make suggestions with respect to the report and the program, and some members have responded with helpful advice and information which have been put to as much use as possible, there has been neither time nor opportunity for conference. Accordingly the usual thing happened and the chairman has been obliged to assume almost the entire responsibility for the program as well as for the report of the Committee. These facts are mentioned in

order that my associates on the Committee may not be held responsible for anything in this report set forth which is not directly attributed to them.

Having made these explanations, we shall now proceed to consider briefly the subject of this meeting. At the outset it must be evident that a subject so important and comprehensive as this cannot be treated other than in the most general way within the small amount of time which the rules of the Conference allow for the presentation of reports. You may further be assured that it will be my purpose to keep well within the time limit.

REPORT OF THE COMMITTEE ON PUBLIC HEALTH, INCLUDING THE PREVENTION OF TUBERCULOSIS.

ROBERT W. HEBBERD.

"The Public Health, including the Prevention of Tuberculosis," is a subject which may, in the main, be treated from two general viewpoints, namely, the prevention of disease and the cure of disease. The first mentioned, which I am sure no one here can be found to gainsay, must be everywhere regarded as the issue of primary importance. With singular unanimity, the answers which I received from the other members of the Committee, when I asked for their views and suggestions, indicate a wider horizon for the future, and an earnest desire for the establishment of broader and more comprehensive methods of dealing with the great and ever pressing question of the health of the people. The primary need of improving the standards of living, the need for better and cheaper transit facilities, for the advancement of education, particularly of the young, with respect to hygienic living, for the hospital care and the segregation of those suffering from "social diseases," so called, as well as from tuberculosis, are all emphasized in these answers, and are precisely in line with the viewpoint of the chairman.

One member of the Committee, Dr. S. S. Goldwater of Mt. Sinai Hospital in the city of New York, whose opinions are most valuable because of his professional attainments, as well as because of his almost unrivaled opportunities for knowing the facts, makes the following contribution on the subject of tuberculosis, to the report of the Committee: "I am more and more inclined," says Dr. Goldwater, "to differ with those optimists who believe and teach that pulmonary tuberculosis, as it actually comes to the

notice, let us say of the workers in tuberculosis clinics, is a 'curable' disease. I mean that from a careful analysis of the work of one such clinic, and from a consideration of the actual circumstances of the lives of patients, before, during and after attempted 'cures' in day camps, sanatoria, or at home, the conviction has come that in an overwhelming majority of these cases, the patients who actually come to the clinics for treatment (not the hypothetical patient of good home surroundings, favorable occupation, and habits, and exceptional vital resistance), cannot be cured by any means at present available. I believe," continues Dr. Goldwater, "that the campaign formula 'Tuberculosis a Curable Disease,' is misleading; that it arouses false hope; that it will lead to reaction and resentment, and will produce hostility to those through whom the lessons of hygiene should be taught, not with the hope of curing tuberculosis but for the purpose of preventing it.

"The mistaken belief," says Dr. Goldwater, "(if it is a mistaken belief), that tuberculosis is a practically curable disease among the poorer classes, and under the social and industrial conditions actually prevailing, leads or will lead, to a relatively wasteful application of limited resources that should be used more advantageously in ways calculated to prevent the spread of the disease."

In conclusion, Dr. Goldwater says: "For the present and so long as limited resources only are available for use in the struggle against tuberculosis, I would advocate the following as to the proper campaign method:

1. The abandonment of useless efforts to cure patients who may be relieved, but who cannot be cured by irregular attendance at day camps, by an insignificant and temporary increase in food supplies, or by brief periods of sanitarium treatment followed by a return (with the disease still active or, at least, latent) to the original conditions of living.

2. A concentration of effort to secure: (a) means for the prompt and proper care of all persons who are socially or industrially unfit or unproductive, and who suffer from open tuberculosis; (b) preventoria for susceptible and exposed children, i. e., temporary homes where hygienic living can be practiced, at least, for a time, in lieu of the (at present unattainable) provision of permanently proper and favorable conditions of living for such children; (c) supplementing this special concentration of effort.

everybody, who is interested in the effort to stamp out tuberculosis, must be ready at all times to lend his aid to any and every movement for social betterment which is calculated to raise the standard of living among the lowest strata of society." Whether in full agreement with Dr. Goldwater or not, the questions he raises and the suggestions he offers are worthy of consideration and discussion by the members of this Conference.

The question naturally arises, "Are we as a people earnestly putting forth our best efforts to prevent disease?" How shall this question be answered? If the simile may be pardoned it would seem that much of our efforts, instead of being directed toward the extinguishment of the flames of disease, are exhausted in an attempt to run after and stamp out the flying sparks, leaving the fire itself to smoulder on or to burst anew into flame at some favorable opportunity. And, yet, it must be apparent, if we are to make any real headway in the work of controlling disease, we must direct our chief efforts toward putting out the fire itself that produces the sparks, no matter how stupendous and almost insurmountable the task may appear. In order to accomplish this result we must raise the standards under which a very large proportion of the people of our great cities work and live. To this end we must have their active coöperation if we are not to work largely in vain.

One of our chief difficulties in this matter arises from a surprising lack of forethought in the planning of our cities. This may be, in part at least, due to our unstable, even if in other respects more satisfactory, form of government. It is, also in part, due to a somewhat noticeable defect in our public officials, who rarely plan even their institutions, more than two or three years in advance, or just about the time moneys for improvements are about to be expended. This lack of forethought in city planning causes what are known as "The Slums" to grow up not only in the center of the city, but even in the suburbs. This takes from our great systems of rapid transit, the bridge, the tunnel and the subway, what should be from a proper civic standpoint, the very essence of their purpose, the transportation of the workers to and from the crowded centers of employment in order that they may enjoy the benefits of more hygienic living in the suburbs.

Of what use is it, and how can it benefit a family, may I ask, to move from the congested surroundings of the great East Side, to ride ten or more miles, morning and evening, to work and back,

only to live under like conditions in the suburbs of Brooklyn or of Queens?

And yet we are moving in precisely this circle, building new centers for the fires of disease that scourge the body and the mind, and send forth their myriad of sparks in the way of fresh victims.

In order to assist the greater body of the people who live in our large cities to have better homes it is highly important for us to have city planning such as to-day is found in some of the larger German cities, whereby the tendency toward undue congestion of population in slum areas is, to a great extent, eliminated and overcome.

The city plan must, however, not deal merely with the physical features of the scheme, but must also be directed toward preventing the imposition of inordinate rents by the land owner.

It is gratifying to know that an effort in this direction founded on logical and common sense methods and arguments, pressed home with much genius and acumen, is already under way. The Committee on Congestion of Population in New York has carried on for some years an agitation for city planning intended ultimately to secure better homes for the great mass of our city dwellers. In order that this aspect of our subject may be presented to you by first-hand authority, Mr. Benjamin C. Marsh, the executive secretary of the Committee on Congestion of Population, has been requested and is expected to present a paper this evening on the subject "The Public Health as Affected by Congestion of Population."

To evil courses of life may be attributed a large proportion of the diseases familiar to our modern civilization. The ill health flowing from this course is not confined to any particular class in the community. It affects the palace of the millionaire as well as the hovels of the poor. A lurid picture of one aspect of this problem is thrown upon the canvas when the injurious effect of alcohol upon the mind and the body, as well as upon the pockets of its victims, is considered.

A city with a drink bill, upon which the license fees alone exceed \$12,000,000 annually, is bound to have countless numbers of its citizens with shattered health and broken lives. How significant are the statements in connection with the exhibit at this conference of the State Commission in Lunacy. "Directly or indirectly, not less than thirty-five per cent. of the cases are caused by alcohol. Alcoholic insanities and general paralysis (paresis) prevail principally in cities and large towns." Here

may be seen closely connected the work of two evils, congestion of population and alcoholism. Which is cause and which effect we need not argue, since the evils of both must be uprooted if the public health is to be preserved.

In a recent issue of the "Evening Post," we learn that in the report published by the State Department at Washington, embodying the finding of the United States delegates to the Twelfth International Congress on Alcoholism, "alcohol and alcoholism," are declared to be "two substantial enemies of moral, artistic and commercial progress of the human race." This conference was held last July, in London, England, and twenty-five governments were represented.

"While the Congress," says the "Evening Post," "urged the necessity of imposing the most vigorous restrictions on the sale and traffic in alcoholic liquors, it regarded as equally important the need of educating the younger generation to a true knowledge of what alcohol is, and what its effects on the human system are. The delegates believe that the numerous recent discoveries as to the harmfulness of drunkenness, and even of 'moderate' drinking, also, should be set before children in order that they may see the danger of the practice."

With healthful surroundings and right living, the public health should be maintained at the highest possible point. How, then, are these desirable conditions to be secured?

The way to better homes, by relieving congestion of population, has already been suggested. To overcome the tendency to evil courses in life which injuriously affect the public health, we should more and more see to it that the children are taught in the home and in our schools all the principles of right living, including the care of their bodies and their minds, with all the virtues of temperance and chastity.

As said John Lyly in his "Anatomy of Wit," "Young twiggess are sooner bent than old trees," while Pope, more than a century later, in his "Moral Essays" gave expression to the more familiar phrase:

"'Tis education forms the common mind;
Just as the twig is bent, the tree's inclined."

And then you will remember that other statement, was it Carlyle's or another's? I won't pretend to give the precise language — to the effect that something might be made of a Scotchman, if he were caught young enough.

The improvement of the general conditions of living and working, as well as the training of the young, as herein urged in the interest of the public health, are, and so it must be admitted, trite recommendations. But they are the essential ones, and as such must be placed in the foreground and urged upon all occasions when the subject is under discussion.

Now there are, of course, other measures to be urged in season and out of season in the interests of the public health. The sick must be cared for from the two standpoints, one of the prevention of the spread of disease, and the other the care of the individual.

No matter what we may think about controlling disease at its source, and leaving somewhat aside the views of certain idealists who are disposed to look upon practical philanthropy as being more or less of secondary importance, it must be apparent that for many years to come society will be called upon to care for the victims of disease in hospitals, sanatoria and other like institutions.

Surveying the field we find on almost every hand substantial evidence that our facilities for caring for the victims of disease, as well as for protecting others from its dangers, are relatively crude and inadequate. Take the state itself for example. In this very spot two years ago President Murphy of the Eighth Conference very forcibly and clearly showed how conservative, to avoid the use of any offensive term, the state had been in seeking to control the ravages of disease, as compared with the efforts and expenditures of other nearby commonwealths.

Since that day some small advances have been made toward providing for an increased number of patients at the State Hospital for Tuberculosis at Raybrook, meeting however but a small fraction of the plainly indicated needs of the situation. The Raybrook hospital has been likened to an experiment station, simply a lighthouse on the coast of disease, and is but little more than that.

This state can afford to have and should have like experiment stations or lighthouses in other districts where conditions are favorable to the treatment of the disease.

New York City has, perhaps, done more proportionately for the eradication of tuberculosis than any other community. At the same time, with approximately 25,000 cases known to exist at all times, the need of extended provision will be clearly seen when it is understood that there are not more than 2,500 beds for this class of sufferers in the whole city.

The recent International Conference on Tuberculosis at Washington, followed by exhibits in New York City and Philadelphia, has given a strong impetus to the fight against this determined and persistent foe of the human race. This fight has been taken up actively by the committee of The Charity Organization Society, on the Prevention of Tuberculosis in New York City, and by the State Charities Aid Association, and the Red Cross Society in the state. The warfare is being intelligently and forcefully urged, and deserves every support and encouragement. The International Conference gave expression to the opinion that one of the greatest necessities of the case was the establishment of hospitals for the care of advanced cases of the disease, and this is a point of view which should be given particular emphasis. When it is considered that the cost of caring for the advanced cases, which are dangerous to others, is but little more than that of caring for the incipient ones, which are practically harmless to others, the wisdom of this recommendation will at once be obvious.

Turning to the case of persons suffering from what may be termed social or sex diseases, we find the same lack of adequate facilities in our hospitals. In this respect we are far behind most of the larger European cities. Berlin is said to have not less than 500 beds in her public hospitals for the care of patients suffering from these diseases, while New York City has at present less than 200 beds for this purpose. The Society of Sanitary and Moral Prophylaxis is carrying on a useful and growing campaign for the prevention and the care of these diseases, akin to that now carried on by the other organizations in their struggle against tuberculosis. It is gratifying to know that the Conference proposes to give this subject careful consideration at the next meeting. It is something that must no longer be dealt with in the dark, but must be faced and squarely met in the open.

While we are seeking to fight the fierce fires of disease, and to extinguish the flames at their source, our cities should place their great hospital plants in a position to care adequately for the flying sparks of disease in order to relieve human suffering, and to prevent the establishment of fresh centers of contagion. But no matter how hard, nor how long the fight, whether it be a "Peninsular Campaign" or a "Thirty Years War," the things above all things else to do, the absolutely vital things in the whole matter, are to secure for the great mass of the people the chance to live and to work hygienically and decently, with a living wage,

and to teach the young twigs to walk soberly, temperately and chastely, avoiding the snares and the pitfalls of life.

CHAIRMAN HEBBERD: I now take much pleasure in introducing Mr. Benjamin C. Marsh, of New York City, secretary of the Committee on the Congestion of Population, who will present a paper on the subject "The Public Health as Affected by Congestion of Population."

THE PUBLIC HEALTH AS AFFECTED BY CONGESTION OF POPULATION.

BENJAMIN C. MARSH.

In order adequately to discuss the relation of public health to congestion of population, it is necessary to agree upon the term. "congestion," and also to appreciate somewhat the causes of congestion of population or of density of population in a limited area.

We must frankly say that any massing of the population for residence purposes, to an extent exceeding 100 or 125 to the acre, is congestion of population. Equally, however, should a room be considered congested when it has over two occupants.

Unfortunately, the laws of most American cities require a maximum of only 400 cubic feet for each adult and 200 cubic feet for each minor. Such law, by itself, permits an unnecessary and deplorable overcrowding of rooms, since hygienists admit that the maximum requirements are at least 800 cubic feet for every adult and 400 cubic feet of air space for every child under twelve.

Congestion of population, that is, overcrowding to the room or to the acre, is generally, however, not only a cause but an effect of certain pathological social conditions. Four important factors in producing congestion should be considered in this connection. viz.:

1. Low wages and long hours of work;
2. A low moral standard;
3. A low intellectual standard;
4. Land speculation.

First. No matter what the amount of rent, a family that has an income so low that its rent exacts more than a given per cent. of a minimum income, is almost certain to be crowded.

Second. No matter what the training of a family, moreover, what their aspirations for privacy and space, once they have been compelled to abandon the standards of decency generally accepted,

the closeness of personal contact will demoralize any standard which the individual or the family may have obtained.

Third. The massing of a family in one room, or even in two small rooms, tends inevitably by physical action to deaden or stupefy the intellectual vigor of the people. Thrift is with great difficulty developed or even maintained in overcrowded rooms.

Fourth. Land speculation inevitably results in high rents for dwelling accommodations.

Recognizing, therefore, these four factors in causing congestion, as well as those four conditions existing in congested districts, we are better enabled to appreciate the relation between public health and congestion of population.

It may be stated, as a general proposition, that the greater the density of population the higher the death rate and the sickness rate. This statement is borne out so conclusively that it is not worth while to attempt to cite the elaborate investigations made by various cities.

Notable instances, however, of such investigation are those conducted in Leipzig, and in various German cities, as well as in England. Perhaps the most striking statement is that of Dr. George Newman, who for years has studied death rates in English cities. Dr. Newman says: "In 1905, phthisis was higher in the urban counties of England and Wales than in the rural by 19.3 per cent. Even in the large towns phthisis follows density to the acre. In the center of London, or Manchester, or Birmingham, phthisis mortality is higher than on the circumference of these towns. There are, of course, many causes for this, but, undoubtedly, one is density of population, that is, overcrowding. In the overcrowded Floodgate area in the center of the city during the five years 1899-1903, the phthisis death rate was 3.7 per 1,000 of the population, whereas in Edgbaston, a normal district, it was only .93, that is to say, four times less."

In New York City, it has been found that the death rates from consumption in the overcrowded wards in lower Manhattan are even two or three times higher than the death rates in sections of the city which have a normal density and normal living conditions.

It is perfectly natural, moreover, that when the chances for physical contact are increased so enormously as by the presence of four or five people in a single room, that the danger of infection from contagious diseases will be increased at least several fold.

The recognition of these facts, however, is general and the discussion of an admitted pathological condition before a State Conference of Charities and Correction is justifiable only upon the assumption that the question immediately to be raised is, "What shall we do about it?"

We have already reached a stage in the evolution from barbarism where we recognize that the city will have to pay for its sick and infirm, and that this work should be done in the main through governmental agencies. We may appreciate the policy which we have followed in the past of erecting hospitals to care for consumptive patients, of endeavoring to secure funds by taxation or by private charity, to support the families of all wage-earning patients, but we have proven that this method, although necessary as a temporary expedient, is unwise, unkind and uneconomical.

Hon. Robert W. Hebbard, Commissioner of Public Charities of New York, has stated that a large part of the \$10,000,000, which New York City spends annually upon the care of its sick and infirm, is attributable to congestion of population. Dr. Woods Hutchinson estimates that for an expenditure of \$5,000,000 in the initial year, and about \$3,000,000 a year for four years subsequently thereto, tuberculosis could be eradicated from New York City.

Unfortunately, however, the same conditions practically would obtain, which are now causing consumption, as the economic causes of congestion would remain, and as Dr. Hutchinson has stated to the writer, other diseases will arise to claim their victims, even if consumption be eradicated.

We find ourselves, therefore, upon a basis of attempting to deal with the sickness attributable to congestion of population through charity and relief in the same delightful and elusive circle in which most charity finds itself.

The Committee on Congestion of Population estimates the annual economic waste in New York City from a few preventable diseases, especially congestion diseases, as \$37,000,000 to \$41,000,000 a year. The economic cost to the state in 1907 from tuberculosis is estimated by Dr. Hermann M. Biggs, as \$63,418,217, but the Committee on Congestion of Population have adopted a very much more conservative method of estimating the economic loss.

These two estimates, however, both presented after careful

study, indicate in some measure the tremendous seriousness of the problem, and the foolishness of present methods of dealing with congestion.

This enormous waste of money by the public and by the private citizens cannot be stopped in New York state under our present tenement-house laws. In order to protect the state from a useless expenditure of money, we must enforce a minimum standard of living, and in some way arbitrate the profits of real estate speculation, so that a citizen may not find his opportunity to afford needed health conditions forever stolen by the enterprising genius of the philanthropic land speculator who remorselessly bleeds the land and the tenements for all time.

These are the really important issues to be considered. The enormous cost of diseases, largely attributable to congestion of population, has been proven and is admitted. Neither private nor public charity should longer be permitted or permit themselves to furnish "rates in aid of wages" to the victims of industrial exploitation and the land speculation.

There are two ways of meeting the problem; one is to rely upon the law of supply and demand in wages, which it is already proven conclusively cannot keep the wages up to a minimum standard required for the highest efficiency of the citizen.

The present system of *laissez faire* as to the use of land has also, through the experience of every city, shown that the opportunity affords sufficient sanction for securing such profits in land as to make the securing of normal standards of housing impossible in large American cities for the workingman on small wages.

To prevent the cost of congestion, that is, the economic cost to the taxpayer, being thrown upon private or public charity, three measures, at least, are essential, and at the risk of seeming to repeat, they may be defined again briefly:

First. Such restrictions upon the use of land as shall be necessary to secure a normal housing for families on a small income. This means a rational arrangement on a health basis of our American cities.

On this point President-Emeritus Eliot says: "It appears, then, that reform in the laying out of American cities must, in general, wait for the coming of two other great reforms, first, for municipal reform, and, secondly, for the reform of the existing methods of local taxation. Every successful effort in favor of municipal or tax-law reform will tell toward the physical and

moral improvement of American cities; but, in the meantime, the men and women who appreciate what immense losses of life, health and happiness and industrial effectiveness are due to bad planning, or no planning, of American cities, must do their best to enlighten the public on the whole subject."

This is not a note of pessimism, but a frank acknowledgment that the present system by which we tax the poor into greater poverty and into sickness, due to unhealthy living conditions, and then double tax the community to support institutions to care for them, which should be unnecessary, is poor economy, bad morals and worse finance.

The second measure to be adopted is the securing of a minimum wage and reasonable hours of work. In order of importance this should come second, since the consummate genius which characterizes land speculation, by discounting the future health of the community, will rely successfully upon securing the maximum cruel portion of any income which may be earned by all the poor classes.

Nevertheless, even if twenty-five per cent. of the workingman's wages be assigned as a normal proportion to be spent for rent, the remaining three-fourths will not suffice, with the wages of tens of thousands of workingmen, to enable them to maintain a reasonable standard of efficiency, either for themselves or for their families.

We must, therefore, make an adequate provision for a decent proportion of income for shelter. The remainder must be adequate to insure the American standard, not on the Fourth-of-July sense, but on a permanent 365-days-a-year basis.

The third essential is the reasonable distribution of factories according to transit facilities. No working man can profitably spend the enormous amount of energy and vitality or car fare, which is required in many of our great cities, for him to get to his work from a place where he has a human standard of living.

The task of preventing physical deterioration and a moral dissolution, as merely outlined, is not an easy one. It is one, however, which challenges the interest of every member of this Conference, and admittedly deserves every consideration and every cooperation in furthering the work for the improvement of the conditions of living, through dealing with the fundamental economic conditions recognized.

Such a campaign cannot be won in a single year, but we frankly

admit that much of our charitable effort is wasted, that we make necessary much of our correctional effort, and we must frankly accept the task and set ourselves resolutely to work to achieve the measure fundamental to the successful reduction and, in large measure, elimination of our charitable and correctional efforts.

MR. HEBBERD: The discussion will be opened by Mr. Bailey B. Burritt, assistant secretary of the State Charities Aid Association.

MR. BURRITT: Mr. Chairman and Members of the Conference: I must preface my few remarks to Mr. Marsh's paper by saying that in some particulars what I shall say refers particularly to the paper which he prepared and a copy of which was sent to me. With his fertility of thought and readiness of speech he has modified this somewhat, so, in some minor particulars, my paper may not apply to just what he said.

The paper just read has attempted to show us that congestion of population is in direct ratio to the death rate; that the death rate is greater because of the greater prevalence of contagious and infectious disease, and particularly because of the increase in tuberculosis. This, he says, is an admitted fact; indeed so general in its admission that he does not deem it necessary to dwell upon the elaborate investigations made along this line.

It may be worth while, however, to consider that there are conspicuous exceptions to the general principle that sickness and death rates are in such a direct ratio with population per acre. Congestion must be defined in other terms than an excess of 100 or 125 per acre, for the simple reason that two acres having the same population may be far from having the same degree of congestion. The density of population per acre in one of the large, modern apartment hotels in New York City is greater than that of many districts which might properly be called congested districts, and yet these hotels are not necessarily congested, nor is their death rate or rate of sickness excessively high. Indeed, quite the converse appears to be the case.

Nor is congestion adequately defined when we add the further qualifications that more than two in a room constitute a state of congestion, and that more than one person for every 400 or even 800 cubic feet of space means a congested condition. One person in a room with 1,000 cubic feet is in a congested room if there

is not adequate provision for light and ventilation. Manifestly, also, the furnishings and conveniences that accompany a given space are potent factors in congestion. A given space housing a family of five, which does not provide hot water and which has no private toilet facilities, is more congested than the same space which provides those conveniences. Again, a given space housing a family of five in a district having park, playground and roof garden facilities is much less congested than the same space without these facilities. And, finally, a given space housing a family of five, which has an income ample to provide warm clothing and nourishing food, is less congested than the same space housing a family of the same size without the necessary income.

I call attention to these obvious facts simply because I wish to bring out the fact that before we can make statements about the relation between the congestion and the health of a community we must determine more accurately than we have as yet determined what we mean by congestion. The first point, therefore, which I wish to make is that we have not as yet sufficiently studied and analyzed the situation to accurately define congestion and that we are not, therefore, in a position as yet to standardize housing conditions and set a minimum below which society shall say, "Thou shalt not." Such a standardization is necessary, but we must have data before it can be properly made.

I, being a layman and not an expert in matters of congestion, can hardly be expected to make such a definition as I feel should be made, but I am in a position to say that any definition which neglects any one of the factors which I have mentioned, viz., population per acre, population per room, population per cubic foot, population per so many units of light, population per so many units of ventilation, relation of population to toilet facilities, to hot water facilities, to park, playground and roof garden facilities, and to income available for clothing and food, is not an adequate definition of congestion.

Akin to the lack of clear definition is the lack of clear conception of the causes of congestion. The paper which has just been read says:

"Four important factors in producing congestion should be considered in this connection: (1) Low wages and long hours of work; (2) a low moral standing; (3) a low intellectual standard; and (4) land speculation.

Of these four, the first and the fourth, *i. e.*, "low wages and

long hours of work" and "land speculation" are doubtless "important factors in producing congestion." Of the second and third, however, it is fair to ask: Do people flock into congested tenements because of low moral standards and low intellectual standards, or are the prevailing low moral and intellectual standards the result of living in congested tenements?

Even in the case of low wages and land speculation, which are assigned as causes, one cannot help but feel that the very congestion tends, by multiplying the supply, to lower wages, and congestion surely is a factor in making land speculation possible, so that even low wages and land speculation are part cause and part effect. Certain other factors seem quite as essential as those mentioned. I have in mind such factors as the centralization of manufacturing and industries, and the limitation of transit facilities. But these again are in part cause and in part effect. I suspect that to get a more fundamental cause of congestion one must go back even further. It may seem axiomatic and a mere truism to say that population concentrates and tends to congest because population desires to concentrate, and yet most primary causes are axiomatic. Congestion from this point of view is simply the "nth degree" expression of the primary instinct of sociability. It is the gregarious instinct highly developed. That the individual or the family removed from it longs to get back to it is the experience of every agency undertaking to remove people from congested districts to the wholesomeness of country air.

But I will not develop further this thought. I have raised it simply to make my second point, viz., that in addition to the lack of an adequate definition of congestion there is an equally inadequate lack of clear statements as to the causes of congestion. And the corollary of this is that no great progress can be made in preventing congestion until the causes are clearly recognized.

And this leads to my third point, viz., that we have not yet, and, until much more preliminary work is done, cannot have a program for "the housing problem," which I prefer as a more suggestive term for the problem of congestion.

And yet the housing problem is probably the biggest problem in the field of social work. The great wall against which the tuberculosis fight rebounds and confuses its warriors is the housing problem. To speak from my own experience as assistant secretary for the Hospital Committee of the State Charities Aid

Association, the one thing making greatly increased hospital facilities imperative (and they are undoubtedly imperative) is the bad housing which makes the care of the sick in their homes impossible. Our biggest problem, then, is the housing problem.

The housing problem again is the greatest problem confronting those aiming to deal with the social evil. Were there no housing problems it is quite safe to assume that the problem of drunkenness and its whole train of attendant problems would either not exist or would be reduced to a minimum. The problems of relief are more than anything else problems of housing. It is a great factor in the problems of education and of good government, and even religion is directly affected by it.

In spite of all this we have not concentrated upon the problem sufficiently to put a clear cut, decisive program in the field. Probably the reader of the paper just presented has as clear a program as any one, and yet I fancy no one would be more ready to admit than he that his program is still too general and too vague to make much progress. For example, the program which he has outlined for us includes:

1. "Enforcement of minimum standards of living." Do we know as yet what a minimum standard of living is, much less, how to enforce it?

2. "Restriction on land necessary to secure normal housing conditions." What are normal housing conditions, and how shall we restrict the land? These, I think, are still unanswered questions.

3. "Minimum wage and reasonable hours of work." Has it been determined what a minimum wage is? The time standard is, perhaps, more generally recognized as satisfactorily determined.

4. "Reasonable distribution of factories in accordance with transportation facilities." What is a reasonable distribution and how shall we bring it about?

Let me here emphasize the fact that I am not criticising the plan suggested by the previous paper, except in so far as I am calling attention to the fact that this plan, which is as clear as any in the field, is as yet not sufficiently concrete and detailed to be a working plan and that it cannot be until much more data is gathered.

In conclusion, then, may I reiterate the necessity of concentration upon the housing problem, the necessity of digging out

earnestly and painstakingly the facts. We must not only adopt such slogans as "A window in every dark room," but more positive slogans, such as "So many units of light in every room;" the minimum number consistent with healthy conditions to be established by law after experts have all the data. We must have a program for improving the housing conditions, and the first step in such a program must be the gathering of facts. Indeed, I might also say that the second and third steps are like unto the first. With an array of facts we shall then, and not till then, be ready to fill in the outline sketch of the field and make a working drawing of it. Public education, the difficult and slow process of bringing the facts into public consciousness and making them a part of it, must then play an important part in making the working drawings workable.

And now I fancy you feel that I have not made much progress or contributed much to the problem of congestion. If so, you share my own feeling. The necessary preliminary to any problem, however, is to realize the unknown elements in it. Not until these have been brought clearly to consciousness can we make progress in acquiring information and putting positive content in the problem. If I have contributed anything by assisting to clear the deck I shall be contented.

There is, however, one additional point which I wish briefly to touch upon and then I shall have finished. We do know that where poverty and density per lot are found together there is the greatest amount of sickness and there society is most harmed by the spreading of disease, if ample provision be not made for caring for the sick outside of their homes. Until the great economic causes underlying poverty can be studied and remedied we must not abate one whit our endeavors to increase the present wholly inadequate hospital facilities for those sections of our cities where both poverty and density per lot exists. If private philanthropy out of the abundance of its wealth does not provide them, the city itself must, both from self-protective and altruistic motives. It is the steadfast belief of the Committee which I represent that not only should such hospital facilities be increased for the sake of the public health, but that they should not be removed too far from the communities which they are to serve. Each local section of our large cities should have its own hospital for the care of its sick, just the same as it has its own police station, its own fire station, its own school, its own church, and so forth. In this way, quick and always ready emergency service will be at

hand and local pride in the institution will be developed, and the deep-rooted prejudice against being carried to a distant and more or less unknown institution will disappear, and many cases which should now be cared for in hospitals for the sake of the public health, but which through ignorance, fear and prejudice are not so cared for, will be induced to enter hospitals. In particular, our Committee believes that there is a decided lack of institutions for the care of contagious and infectious diseases. I refer not only to tuberculosis but to the minor contagious diseases of children. This is not necessarily a charitable measure. The well-to-do sections need such institutions as well as the poorer ones, and a decided step against the dangers of over-congested districts will have been made when adequate provision shall have been secured for caring for contagious diseases outside of the home.

CHAIRMAN HEBBERD: Is there any further discussion of these papers?

MR. PARSONS: I am interested in the children's gardens in New York, and I would like to spend about two minutes in telling you just two things they do.

In Bellevue Hospital this year there has been installed a children's garden in connection with the tuberculosis clinic, and in a talk with Dr. Brannan and Dr. Woodruff, whom you have heard from, they told me yesterday that they are very ready to say that it is a great addition to that boat service there for the children, and they warmly recommend the continuance of it. That is the first point, assisting in the cure of tuberculosis, Mr. Chairman.

To those who do not know children's gardens they seem a small matter, but to some of us who have worked with them now for nine years and have handled between eight and nine thousand children, as a preventive measure they assume very large importance, and the convention at Washington last fall stated that fact in awarding us a Gold Medal for the work done.

In one park in New York City, 1,200 children a year learn what fresh air and sunshine mean, hygienically. Learn it as children can learn it, and learn it in such a way that they will think about it all the rest of their lives. And I believe it will help in solving Mr. Marsh's problem, for more people to know what these children are learning, because where I live in New York there are many homes where, although money was no object

in the construction, evidently neither the owner nor the architect knew anything of the value of sunlight or fresh air.

MR. HEBBERD: Is there any further discussion? If not, we shall proceed to the next paper, "The Fight Against Tuberculosis," by Dr. Walter Sands Mills, visiting physician at the Tuberculosis Infirmary of the Metropolitan Hospital, New York City. This is probably the largest institution of its kind in this country. Dr. Mills has for years been connected with the work as visiting physician, and is thoroughly familiar with all branches of it.

THE FIGHT AGAINST TUBERCULOSIS.

WALTER SANDS MILLS, M. D.

To understand the world-wide movement against tuberculosis, it is necessary to know something about the disease itself.

Tuberculosis has been known for ages. In 1882, Robert Koch, of Germany, discovered that it was caused by a microscopic organism which he called the *bacillus tuberculosis*. In other words, he showed that tuberculosis was a germ disease.

The tubercle bacillus may attack any part of the body, but in the vast majority of cases it shows a preference for the lungs, producing pulmonary tuberculosis, or consumption. This form of the disease is widespread. It has been estimated that one-seventh of the world's population dies of it. Statistics from the post-mortem examinations of great numbers of bodies show that from one-third to one-half of them, at some time or other during life have had and been cured of tuberculosis.

The tuberculosis invalid has fever, sometimes chills, an increased pulse rate, more or less rapid breathing, and a cough with expectoration. As the disease develops, all these symptoms become worse, the digestion usually becomes disturbed, and there is marked wasting of the tissues, the patient becoming very much emaciated. (Hence the ordinary term for the disease consumption).

The opinion is now gaining ground that the majority of patients contract the disease early in life, that it remains dormant for a shorter or longer time, and finally becomes active under some adverse condition. After the symptoms have become pronounced enough to be noticed, they run a course extending over months, or even years, before the victim dies. During this active stage of the disease, tubercle bacilli may be found in large number:

in the expectoration, and usually in the other discharges of the body as well.

The long time that most tuberculosis patients are incapacitated for work makes the economic side of the disease one of vast importance to the community at large. The time given by other persons for the care of such patients adds to the economic cost. Add to this again the worry, anxiety and grief caused by illness and death, and the toll exacted of humanity by this dread disease becomes incalculable. No wonder the civilized world has become aroused and has begun a crusade against it!

To eradicate tuberculosis the fight against it naturally divides itself into two lines of attack: (1) *The care of those already afflicted*; (2) *the prevention of the disease in the well*.

1. *The care of those already afflicted*. Until recently tuberculosis was considered a very fatal disease. But within the last few years such a large number of dead bodies, on *post mortem* examination, have revealed evidence of cured tuberculosis that it is now known that the disease is not always fatal. In fact, in the majority of persons attacked, the disease is eventually thrown off.

The discovery that tuberculosis is a germ disease means that the germ must be planted before the disease can develop. It also means that a proper soil must be provided, else the seed cannot flourish. The healed cases at the autopsy table show that the soil has not been favorable in those particular persons.

The object of treatment, then, is (a) *to get rid of the germ*, and (b) *to make the soil unfavorable to its growth*.

(a) The first is impossible inside the body, except as the soil is made unfavorable. (b) The best way to make the soil unfavorable is to upbuild the body, and the three great factors in that upbuilding are (1) rest, (2) pure air, and (3) good, nourishing food.

I put rest first because I believe that it is the factor most often neglected. Rest means mental, as well as physical quiet. The lung invalid will not get well when under mental strain, nor will he get well when under a physical strain. The malignant effects of worry will show themselves in an aggravation of the general symptoms of the patient, fever, cough and emaciation; the evil effects of physical exertion will show themselves in the same way.

Pure air is essential. It supplies more oxygen than vitiated air, and with a diseased lung a patient needs more oxygen. Pure air acts like an antiseptic dressing to a surgical wound, and tends to heal the diseased lung tissue. The air acts also as a tonic and the patient feels better in every way.

Good, nourishing food is necessary to repair the excessive waste.

To these must be added proper medical supervision, for the consumptive is an invalid in every sense of the word, and must be cared for as such. He is not simply a sociological curiosity.

The well-to-do patient is able to provide himself with whatever is needful, and can surround himself with the proper environment at home or elsewhere as seems best. The poor patient, on the contrary, must be helped. If he cannot afford rest, fresh air, good food and medical attention, then these things must be provided for him.

Many patients suffering from tuberculosis are up and about. The rich patient can go to his physician when he feels badly. For the poor patient the special tuberculosis clinic has been established. In New York City the Borough of Manhattan has been divided into districts, each district having its own clinic. If a patient applies to a clinic outside his district, he is referred back to the one to which he belongs. If a patient moves out of a district he is transferred to the clinic of the new district. Each clinic has a visiting nurse who follows the patient to his home to make suggestions as to hygiene and to improved care of the invalid. If conditions warrant it he is referred to a day camp or a sanitarium, as seems best. Other members of the family are sent to the clinic for examination if deemed necessary. Extra food, clothing, or other necessities are supplied. In this way much real good is done for the patient and his family, and many new cases are discovered that would not be otherwise.

The special tuberculosis clinic, with its associated social service department, accomplishes more than any other one factor in the general attack on tuberculosis. The sick patient is properly guided, his family is protected from contagion and otherwise cared for, new cases are discovered and brought under control.

Day camps — and recently a night camp — have been organized where patients, able to be about, may spend their time in the open air. Here they can also rest. Good food is supplied free. These camps do much for patients not too sick. Children sent to

them are now provided with teachers so that their schooling may go on just the same.

New York State and New York City have each established sanatoria for early cases. Their capacities are limited, however, and more are needed. There are many private sanatoria for the well-to-do. There is crying need for endowed sanatoria for persons who can pay a very modest sum per week, but who are too proud to accept free treatment.

Poor persons, too sick to be up, are best cared for in special hospitals. Some have been provided, but there are not enough. The special hospital for tuberculosis is one of the great needs of the hour. It is essential that the very sick poor tuberculosis patient be taken from his surroundings and placed in a better environment. The advanced case needs to be kept in a comfortable place in this climate. Tents are not serviceable. In bad weather, or in the severe cold of the northern winters, a tent has to be kept closed, and a closed tent is an abomination.

The new pavilions for tuberculosis, now in course of erection at the Tuberculosis Infirmary of the Metropolitan Hospital, New York City, under the administration of Commissioner Hebbard of the Department of Public Charities, are models. They are of stone, four stories high. Each floor is divided into small wards of fourteen beds each. Every window reaches to the floor and is wide enough for a hospital bed to pass through to the broad piazza which runs around each ward. During the daytime, in pleasant weather, the beds with the patients in them, can be run out on the piazzas. On pleasant nights they can be left out over night. In bad weather the patients can be kept indoors. If necessary to change the bedding, or clothing, the bed can be placed inside and the change made without chilling the patient. Patients able to be up and about can dress and undress without exposure. Ample examining and dressing rooms are also provided, thus facilitating medical examinations without exposure to weather or to fellow patients. Each ward has a sun parlor for use in inclement weather, and on each pavilion is a roof garden, which can be reached by way of the elevator.

On Staten Island the department is erecting a special tuberculosis hospital on the pavilion plan, each pavilion of a type somewhat like the new pavilions at the Metropolitan, but built of concrete instead of stone. The architect, Mr. Raymond F. Almirall,—the architect of both groups of buildings, by the

way — has arranged the pavilions on Staten Island like a clock dial, nine of them altogether. At eight A. M. the sun will be exactly opposite the sun parlors of pavilion No. 1, at nine A. M. opposite pavilion No. 2, and so till four P. M., when it will be exactly opposite pavilion No. 9. In this way each pavilion is sure of a maximum amount of sunshine.

These new buildings, both at the Metropolitan and at Staten Island, will provide ideal places for physical rest and fresh air treatment. Moreover, the patients will be cared for near home, where relatives and friends may visit them. Patients in the early stages of tuberculosis may, perhaps, be benefited by a change of climate, if free from care. But the sick patient, far advanced in the disease, is best taken care of near home, where his family can see him.

There is one other class of tuberculosis patients for which provision is inadequate, almost nil, in fact. I mean patients in fair general health, but who have a certain amount of fever, cough and expectoration; patients in the active stage of the disease, but not yet bedridden. Sanatoria do not want such cases, they want them much earlier, before there is marked fever. When fever is persistent, such patients are dismissed as not suitable. In a proper climate, with proper care, much could be done for these cases and some would undoubtedly recover. In hospitals for advanced cases, with their depressing surroundings, these patients go down hill. It is wrong to send moderately advanced cases to hospitals; it is equally wrong to throw them out of the sanatoria. It would seem that even the sanatoria might have less anxiety to keep their death rates at zero, and more anxiety to do good to the greatest number, even if a patient does die now and then.

2. The prevention of the diseases in the well.

The first requisite is to teach those already sick and throwing off tubercle bacilli, and persons in charge of such patients, how to destroy the bacilli. The expectoration should be received in napkins which are immediately destroyed, or in vessels containing an antiseptic solution which can be cleansed and sterilized at frequent intervals. The other discharges of the patient should be promptly disposed of where they can do no harm.

But many persons are disseminating tuberculosis germs through the atmosphere, either consciously or unconsciously, so that all of us are more or less exposed, and must frequently take into the

system millions of tubercle bacilli. To prevent their taking root and growing the well person must be kept in prime physical condition.

Anything that tends to pull down a person, physically or mentally, makes him more susceptible to this disease. Right living and right thinking will keep him well. Here the layman can help.

Child labor is a potent factor in ruining health, and, indirectly, in producing tuberculosis. This is one great field of prevention.

Another potent factor in the production of tuberculosis is the ill-lighted and ill-ventilated work place, be it factory, or store, or kitchen. By making a campaign for improvement in these places another great field of prevention will be covered.

A third and, perhaps, the greatest factor in indirectly producing tuberculosis is improper housing. The campaign for increased light and air in dwelling places is the greatest field for prevention.

Sunlight is the best and most thorough germicide there is. Tuberculosis germs die when exposed to direct sunlight in a very few hours. In diffused daylight they live at most but a few days. Have the homes and the work places bright and sunny, and germs cannot thrive. Moreover, bright, cheerful living rooms and work places improve and keep improved the general condition of those who live and work in them, and so make them more resistant to possible infection.

CHAIRMAN HEBBERD: The discussion of this paper will be opened by Dr. Royal S. Copeland, dean of the Homeopathic Medical College of the city of New York, formerly trustee of the Michigan State Tuberculosis Sanitarium.

DR. COPELAND: In common with Dr. Mills, who has just presented his interesting address, in common with Commissioner Hebbard, the Chairman of this Committee, your speaker is greatly interested, more as a citizen, however, than as a physician, in the efforts being made to exterminate the great White Plague. He wonders how any man or woman, whose heart beats with love for humanity, can view with complacency the dreadful ravages of this disease. Were the condition like other manifestation of natural causes, as, for instance, the earthquake, the cyclone, prolonged drought, flood, or pestilence in more active form, we

might fold our hands and piously leave to Providence the inscrutability of a most trying but inevitable evil. But humanity has ever struggled against death and early learned the religious importance of protection against infectious disease. From Mt. Sinai and Holy of Holies came our first lessons in hygiene and sanitation. From that period, on an authority high as Deity, there has been a struggle against pestilential death. Not war, not the black plague, nor the sea, not the elements, not all of them combined can begin to compare with dread consumption as a harvester of human life. Where is the community in all this world, where the acre, where the house, where, indeed, the household, which has been proof against this foe? Undoubtedly within sound of this voice are persons who have more than altruistic reasons for an interest in tuberculosis.

This disease is the chief cause of death in the United States. When one contemplates the many ways there are to shuffle off this mortal coil,—drowning, pneumonia, diphtheria, smallpox, yellow fever, heart failure, automobiles, old age, appendicitis, blood poisoning, cellar stairs, elevators, and doctors—he must be impressed with the dreadful fatality of a disease responsible for a dozen deaths in every hundred. Every eighth death in America is due to tuberculosis, 150,000 persons annually dying from consumption. In New York state the mortality from this disease alone is larger than the combined death rate from croup, diphtheria, scarlet fever, measles, cerebro-spinal meningitis, smallpox, and typhoid fever. Even though it may sound sensational, it is but fair to say, as Dr. Mills has stated, that almost every individual at some time or other has a tubercular lesion. Only recently, Nageli, an eminent Italian anatomist, made an examination of 500 bodies, the first 500 presented at his laboratory, and found evidence of active or healed pulmonary tuberculosis in 497 of these. Think of it! At some time or other, all but three of these 500 people had had tuberculosis!

With these facts before him, can you blame your speaker for an intense desire to help humanity in its fight against consumption? Would that my tongue could become a burning flame to light the way of the poor, the crowded, the oxygen starved, the house-dwelling people, to a better way of living and to increased years of usefulness. Consumption is not an inevitable disease, and, taken in its incipency, almost every case is arrestable, if not curable.

The institutional treatment of consumption may be viewed from two standpoints. One school of thought considers the disease purely as a sociological problem. It computes the value of a human life and counts the loss to the state because inactivity of the individual. The sociologist figures the chances of infection of other units of society, and isolates the victim of the disease in order that social fabric may not be contaminated. Health is considered merely as an investment, and the victim is placed in the way of cure in order that society's capital may not be dissipated. From this standpoint alone the state can well afford every facility for arresting the disease and protecting its citizenship against infection. For the sake of its comfort it provides asylums for the hopelessly insane. How much better is it to provide institutions for the care of consumptives who, in many instances, will be returned to useful citizenship after half a year's residence.

Every consumptive ignorant of his duty to society and careless of the simplest sanitary rules, is at the apex of a great social cone. He infects others, each of these in turn infects still others. So the ever-widening circle reaches out into posterity. To care for one individual, therefore, is a matter of social economy, because it means the prevention of innumerable possible cases, directly traceable to the first.

The average individual, however, is better pleased to take the humanitarian view of the institutional treatment of tuberculosis. And where can be found a more worthy charity? Consumption is essentially a house disease. It is found in tenement districts, in crowded houses; it is the product of bad sanitation or wrong living. All of the home surroundings of the very poor predispose to the disease. It is not denied the rich, of course, but the great majority of cases are found among the poorer classes. The inferior food, the crowded homes, the poorly ventilated sleeping rooms, the broken and short rest, the strenuous life, the inadequate clothing, all these things are important factors in the production of a proper soil for the growth of the disease. What charity, therefore, can be nobler than to snatch the victim from these surroundings and transport him to a place suited for a cure?

It is well known to the members of this organization that every state, and most of the large cities, are taking part in the world-wide movement against tuberculosis. Dr. Mills has entertainingly told us of the work in New York, especially in New York

City. I was particularly struck by what he said regarding patients in fair, general health having some fever, cough and expectoration; patients in the active stage of the disease, but not yet bedridden. He told us that where fever is persistent, the sanatoria do not want such cases and they are dismissed as unsuitable. He stated, further, that "the sanatoria might have less anxiety to keep their death rates at zero and more to do good to the greatest number, even if a patient does die now and then."

I thoroughly coincide with this view of the essayist. I was a member of the original commission which, under authority of one of the great states, made investigation of the curability of tuberculosis, and which afterward was entrusted with the selection of a site, erection of suitable buildings and the operation of a state sanatorium. I was impressed then with the great anxiety to find "suitable cases" for admission to this institution. There seemed to be a desire rather to make a record than actually to do good. This was not an unworthy ambition on the part of the commission, because these were pioneer days in this movement and it was necessary to educate the public to the belief that consumption can be cured. I know my own skepticism regarding the curability of tuberculosis, even in its incipency. Indeed, even after my appointment upon this commission, I did not face the problem with any degree of enthusiasm. It was not until we had visited Trudeau's establishment in the Adirondacks and studied the original records that I came to accept the truth that tuberculosis can be cured. As you are, perhaps, aware, every "graduate" of Trudeau's institution is obligated to report during his lifetime, at least once a year. These reports are collated, and, at a glance, one can see the condition at the entrance and the present condition of every living "graduate." As must be expected, some died soon after leaving the institution, but of those discharged as "cured" or "apparently cured," the great majority are alive and well to-day. From fifty to seventy-five per cent. are dismissed as cured or apparently so, and more than half of these, after a lapse of from one to twenty years, are alive to testify to the greatness of Trudeau. These facts, however, have not been in possession of the public, or, at least, not until very recently, has the public come to realize how well founded is the enthusiasm of the leaders in this fight against the White Plague. On this account it has seemed necessary for the sanatoria to take only selected cases in order that very positive evidence of the reliability of the treatment might be given to the people. The theory was

that if there should be a large death rate in the sanatoria it might shake the confidence of the public in the system. It has been well known that these patients are to stay from three to six months, only and, if during this short period a large number should die, it might seem to the unthinking that there is no real virtue in the modern ideas. This led our commission, and has doubtless led the trustees of other institutions, to exclude cases which were known to be unfavorable. The time has passed, however, when it is necessary to bolster up the results of the modern system. Every body recognizes, or should recognize, the beneficent results of the present methods, and I agree with the essayist that there is no longer any necessity of undue attempts by exclusion of cases to keep the death rate of the sanatoria at a low point.

Of course, one of the great objects of the public sanatoria is to educate victims of the disease in the right ways of living. Perhaps the mental effect of an occasional death in the sanatoria would be depressing and make these institutions less popular with the patients themselves. On this account it may be that the sanatoria for incipient cases are justified still in excluding unsuitable cases.

It is true, certainly, that institutions for this disease are absolutely inadequate in number. For years to come, in this division, dependence must be placed to a great extent upon the use of the institutional methods in the home itself. Every person who has spent a period of time in a properly conducted sanitarium must acquire habits of his own, and such knowledge of the disease as to make him a teacher of right living in his own neighborhood or community. Not only do the graduates of the institutions go out as teachers but, also, the effect of the many public meetings which have been held under the auspices of the New York State Department of Health and the various local boards of health, and the many charitable organizations, has already borne fruit in the improved ways of living of the people generally, and especially of the housed-in portion of the great cities. It was apparent to those of us who have occasion to go into the East Side of New York that, after the active crusade of last winter, there were manifestations of improved conditions among the poor. Attention is now being given to proper ventilation, the windows are left open, better food is demanded and pure milk is sought after. The tuberculosis clinics are voluntarily patronized and the district nurses are welcomed as never before.

As a result of the present-day agitation of right living, the people generally are improving their daily walk. I desire for a moment to pose as a prophet, and, while it is somewhat presumptuous and even dangerous to assume prophetic powers, yet it seems the trend of affairs indicates the certain fulfillment of this prophecy: Within five years' time people will make use of their porches in the winter time, even in this climate, as they do in the summer. The ladies will have their bridge parties, tea parties, and "talk-fests" on the porches in January as commonly as they now do the same things in August. When the time comes that the popular fear of exposure to cold and fresh air shall have subsided, and when people go out of doors to get rid of colds they will discover that the sum total of human life has been increased and that the amount of physical suffering for the individual has been very much decreased by this common sense practice. It is not probable that God intended people to live like hot-house flowers, but in His providence He intended them to breathe the pure air, to bask in the sunshine and to live largely on out-of-door life. Van Dyke, in his "Footpath to Peace, spoke most wisely when he said, "Spend as much time as you can in God's out of doors."

In spite of Dr. Goldwater's views, as stated by the Chairman, Dr. Mills has said enough to demonstrate that in the beginning of the disease any afflicted individual who has the energy may spare himself a fatal issue. During his period of treatment the patient may be in pleasant surroundings, and happy in spite of his physical condition. He may look forward to a life of activity and usefulness, and, beyond the loss of a half year by enforced idleness, he has no occasion for the slightest gloom. During this period he will learn nature's manner of life and will go forth, not only cured in himself, but an agent of cure for others. He will preach John Muir's sermon. You will recall his language: "Climb the mountains and get their good tidings. Nature's peace will flow into you as sunshine flows into trees. The winds will blow their own freshness into you, and the storms their energy, while cares will drop off like autumn leaves."

Freedom from care and out-of-door life, my friends, are the secret of longevity. To avoid consumption and to live long in the beautiful land God has given us is the reward of right habits. Learn the lesson exemplified by Trudeau and go thou and do likewise.

CHAIRMAN HEBBERD: Is there any one who wishes to discuss this subject further? If not, I will turn the meeting over to the president.

THE PRESIDENT: Is there further business which is to be transacted before we come to the close? If not, I wish to say a word or two of acknowledgment to the many to whom we are indebted for this, it seems to me, most helpful series of sessions. I think it is a matter of very great congratulation in looking over the program of the Conferences to note that of all the speakers and readers of discussions whose names appeared on the printed program there is only one who was prevented from being with us and his paper was sent on and read. Every other one whose name has appeared on the program has met the appointment. That itself in a series of seven sessions is a most remarkable fact, and I think that I speak for all in saying that the sessions themselves have been infused with life and interest.

I do not want to detain you to call attention to the special features of these programs. The thing to me, at least, which has been most striking and most interesting in them all is the abounding vitality and life that there has been throughout. I was not careful to know whether my friends—I count you all my friends—agreed with some of the suggestions that I made in the opening address; they represented my own view purely. But in this I believe we will all agree, that every man and woman who has come to these Conferences has come because of that desire not only that we should be brotherly but that we should be just, and from different angles viewing our present life, interrelated as it is one to another, we have stimulated one another to higher endeavor by just that sort of thing that we have had presented. Differing in view without any attempt at uniformity, we have felt, I think, the essential unity that must bind together the men and women who are desirous of lifting the world's burden and making life happier for all.

There is one very profound work of Robert Louis Stevenson of which I wish to remind you in this closing word. He says, "It is sometimes said that we ought to make people good, but my business is not to make other people good; my business is to make myself good and other people happy." And it seems to me that this Conference is engaged in that most holy business of making other people happy while we are trying to make ourselves good.

I want again to express a personal obligation to all those who have rendered this Conference so great a success, and especially to acknowledge my thanks to the Chairman of this evening, who has so largely helped in this direction.

If there is no further business, a motion to adjourn without day is now in order.

MR. WADE: I move that we adjourn without day.

The motion was seconded and carried.

THE PRESIDENT: We are adjourned.

TREASURER'S REPORT.

January 28, 1910.

FRANK TUCKER, *Treasurer, in account with*

NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

Receipts.

First Conference	\$604 68
Second Conference	466 21
Third Conference	934 50
Fourth Conference	1,051 50
Fifth Conference	1,066 40
Sixth Conference	1,637 92
Seventh Conference	2,112 38
Eighth Conference	1,786 28
Ninth Conference	1,243 61
Tenth Conference	1,531 60

\$12,435 08
Expenditures.

First Conference.	\$589 30
Second Conference	471 25
Third Conference	952 94
Fourth Conference	1,085 71
Fifth Conference	1,024 09
Sixth Conference	905 65
Seventh Conference	1,777 32
Eighth Conference	2,010 67
Ninth Conference	1,903 92
Tenth Conference	627 70

11,348 55

Balance. \$1,086 53

NINTH CONFERENCE.

Receipts.

Contributions.	\$1,219 00
Interest.	24 61
Deficit.	660 31

\$1,903 92

Expenditures.

Postage	\$192 83
Printing and postage	386 82
Stenographic and clerical services	383 77
Printing proceedings	479 80
Miscellaneous	343 58
Badges	41 03
Industrial exhibit	76 09
	<hr/>
	\$1,903 92
	<hr/>

TENTH CONFERENCE.

Receipts.

Contributions	\$1,517 90
Interest	13 70
	<hr/>
	\$1,531 60
	<hr/>

Expenditures.

*Postage	\$50 00
Printing and stationery	145 50
Stenographic and clerical services	225 00
*Printing proceedings	
Miscellaneous	23 70
Badges	82 20
Industrial exhibit	101 30
Surplus	903 90
	<hr/>
	\$1,531 60
	<hr/>

* Bill for printing proceedings and postage for mailing same not yet presented.

CONSTITUTION AND BY-LAWS OF THE NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

CONSTITUTION.

The objects of the New York State Conference of Charities and Correction are to afford an opportunity for those engaged in charitable and reform work to confer respecting their methods, principles of administration, and results accomplished; to diffuse reliable information respecting charitable and correctional work, and encourage coöperation in humanitarian efforts, with the aim of further improving the system of charity and correction in the state of New York. With this end in view the Conference will hold an annual meeting in the state of New York, at the time and place to be agreed upon at the preceding annual session, at which addresses shall be made, papers read, discussions carried on, and general business transacted in accordance with the by-laws of the Conference.

The Conference shall not, however, formulate any platform nor adopt resolutions or memorials having a like effect.

BY-LAWS.

I.

Membership of the Conference.

All who have an active interest in the public or the private charitable or correctional work in New York state are invited to enroll themselves as members of the Conference. No other tests of membership shall be applied and no membership fee charged, the expenses of the Conference being met by voluntary contributions.

II.

Officers of the Conference.

The Conference shall have the following officers, to be elected at the preceding annual session, with the duties herein respectively assigned to them:

1. A President, who shall preside over the sessions of the Conference, except when the Chairman of a Committee on Topics has charge of the meeting, or some other officer is temporarily called to the chair.

The President shall also be a member of the Executive Committee, and the Chairman *ex officio* thereof, and shall continue to be a member of the said Committee when his term as President has expired.

He shall have supervision of the work of the other officers and of the various committees in preparing for the sessions of the Conference, and shall have authority to accept resignations and to fill vacancies in the Committees on Topics of the conference.

The President, with the assistance of the Secretary, shall also supervise the editing of the proceedings of the Conference.

2. Three Vice-Presidents, who shall, at the request of the President, assist him in the discharge of his duties, and in case of his inability to serve, shall succeed him in the order in which they are named.

3. A Secretary, who shall be *ex officio* Secretary of the Executive Committee, and who shall keep the records, conduct the correspondence and distribute the papers and documents of the Conference, under the direction of the Executive Committee. He shall assist the President in editing the proceedings of the Conference, and direct the work of the Assistant Secretaries.

4. Three Assistant Secretaries, who shall assist the Secretary of the Conference, at his request, and work under his direction.

5. A Treasurer, who shall receive all moneys of the Conference, and disburse the same upon vouchers duly certified by the Secretary, and audited by the Chairman of the Executive Committee.

III.

Committees of the Conference.

The Conference shall have the following Committees, with the duties herein respectively assigned to them:

To be elected by the Conference.

1. An Executive Committee which shall consist of the President and all ex-Presidents of the Conference *ex officio*, and of

five members of the Conference to be elected annually at the preceding session of the Conference. Three members shall constitute a quorum.

The Executive Committee shall have charge of the business of the Conference, during the interim between the sessions of the latter, and shall give attention to any matters referred to it by the Conference or these by-laws. The program of the Conference as arranged by the Committee on Topics, shall be subject to the approval of the Executive Committee.

2. The Committees on Topics, which shall each consist of not less than eight nor more than sixteen members, to be elected annually at the preceding meeting of the Conference.

These Committees shall have charge of the preparation of that portion of the program of the Conference which is assigned to them respectively, subject to the provisions of these by-laws and to the approval of the Executive Committee, to which they shall severally report as soon as practicable after their appointment.

They shall also have charge of the sessions of the Conference respectively assigned to them.

To be appointed by the President of the Conference as soon as possible after the opening of the session.

3. A Committee on Resolutions, which shall consist of three members of the Conference, two of whom shall constitute a quorum. All resolutions, except as herein otherwise provided, shall be referred to this Committee without debate, and the Committee shall, before the Conference adjourns, present such a report as seems to it desirable.

4. A Committee on Organization, which shall consist of seven members of the Conference, four of whom shall constitute a quorum. To this Committee shall be referred all questions relating to the organization of the succeeding Conference, and the Committee shall present a report thereon as soon as practicable, and prior to the adjournment of the Conference.

5. A Committee on Time and Place, which shall consist of five members of the Conference, three of whom shall constitute a quorum. This Committee shall hear and consider any invitations that may be received from the various cities of the State, and shall present a report thereon as soon as practicable, and prior to the adjournment of the Conference.

IV.

Program.

The order of business at each separate session of the Conference shall be as follows:

1. The transaction of general business.
2. Report of the Committee on the topic of the session.
Not to exceed twenty minutes.
3. First paper on the program.
Not to exceed twenty minutes.
4. Discussion opened by a speaker selected for that purpose.
Not to exceed ten minutes.
5. General discussion of the subject presented by the paper.
Not to exceed ten minutes.

Speakers limited to five minutes each and no one to speak twice on the same subject except by vote of the Conference.

6. Second paper on the program.
Not to exceed twenty minutes.
7. Discussion opened by a speaker selected for that purpose.
Not to exceed ten minutes.
8. General discussion of the subject presented by the paper.
Speakers limited to five minutes each, and no one to speak twice on the same subject except by vote of the Conference.
9. Miscellaneous business.

V.

The by-laws shall continue in force unless amended by the Conference, after proposed additions or amendments have been submitted to the Executive Committee.

ORGANIZATION OF THE ELEVENTH CONFERENCE.

OFFICERS OF THE CONFERENCE.

PRESIDENT,

HON. GEORGE A. LEWIS, Buffalo.

VICE-PRESIDENTS,

MRS. MAX LANDSBERG, Rochester.

HON. HOMER FOLKS, New York.

PATRICK J. CARLIN, Brooklyn.

SECRETARY,

HON. FRANK E. WADE, 1106 D. S. Morgan Building, Buffalo.

ASSISTANT SECRETARIES,

FREDERICK E. BAUER, New York.

JOHN R. SHILLADY, Buffalo.

ABRAM J. KATZ, Rochester.

TREASURER,

FRANK TUCKER, 105 East Twenty-second Street, New York.

EXECUTIVE COMMITTEE.

Hon. George A. Lewis, *Chairman, ex officio*, Buffalo.

Hon. William P. Letchworth, Portage.

Hon. Robert W. de Forest, New York.

Hon. William R. Stewart, New York.

Hon. Thomas M. Mulry, New York.

Hon. Robert W. Hebbard, New York.

Nathan Bijur, New York.

Hon. William Mabon, M. D., New York.

Hon. Daniel B. Murphy, Rochester.

Hon. Simon W. Rosendale, Albany.

Mornay Williams, New York.

Miss Lura E. Aldridge, Rochester.

Hon. Herman A. Metz, Brooklyn.

Dr. Eugene H. Howard, Rochester.

Hon. Louis Marshall, New York.

William J. McClusky, Syracuse.

COMMITTEE ON EXHIBITS.

Mrs. M. J. Kuichling, *Chairman*, Rochester.

Timothy E. McGarr, Albany.	George McLaughlin, Albany.
Rev. Brother Barnabas, Lincolndale, N. Y.	Rev. Nelson H. Blake, Buffalo.
Miss Carolyn Van Blarcom, New York.	Mrs. Wolcott J. Humphrey, Warsaw.
Zenas S. Westervelt, Rochester.	Rev. M. J. Fitzpatrick, New York.
Miss Edna Stainton, Buffalo.	M. F. McGoldrick, Brooklyn.
Mrs. Edmund Lyon, Rochester.	Daniel B. Murphy, Rochester.
Mrs. M. C. Dunphy, New York.	Franklin H. Briggs, Industry.
	Miss Frances Leitch, Brooklyn.

COMMITTEE ON THE CARE OF CHILDREN.

Hon. Edmond J. Butler, *Chairman*, New York.

Dr. Max Landsberg, Rochester.	Patrick Mallon, Brooklyn.
Dr. L. Bernstein, New York.	Miss Belle Laverack, Buffalo.
Brother Henry, New York.	Mrs. Lewis P. Bigelow, Rochester.
Mrs. Daniel B. Murphy, Rochester.	Victor F. Ridder, New York.
Hon. Dennis McCarthy, Syracuse.	Hon. George A. Carnahan, Rochester.
Mrs. Spallin, New York.	Mrs. J. Sloat Fassett, Elmira.
Mrs. E. J. Burke, Rochester.	Dr. William O. Stillman, Albany.
Dr. D. C. Potter, New York.	

COMMITTEE ON THE CARE AND RELIEF OF THE POOR IN THEIR HOMES.

Mrs. Anna B. Fox, *Chairman*, Buffalo.

Henry T. Noyes, Jr., Rochester.	J. Delmar Underhill, New York.
Miss Mabel Wilcox, Buffalo.	Miss Cecil Wiener, Buffalo.
Miss Sarah F. Banons, New York.	Miss Anna B. Pratt, Elmira.
Mrs. Elmer J. Bissell, Rochester.	Roger B. Williams, Ithaca.
Jay M. Strong, Syracuse.	Mrs. Helene Ingram, New York.
Arthur W. Towne, Albany.	M. F. McDermott, Brooklyn.
Mrs. Emily G. Clarkson, New York.	Paul E. Illman, Buffalo.
Redmond Keating, New York.	

COMMITTEE ON PUBLIC INSTITUTIONS.

Mrs. Milo M. Acker, *Chairman*, Hornell.

Dr. William L. Russell, Poughkeepsie,	Miss Jane Rochester, Rochester.
Dr. Charles F. Howard, Buffalo.	Dr. Sidney E. Goldstein, New York.
Clarence V. Lodge, Rochester.	Mrs. Wm. W. Armstrong, Rochester.
Dr. William T. Shanahan, Sonyea.	Patrick H. Cochran, Buffalo.
Hon. Richard C. Baker, New York.	Miss Ruth Morgan, New York.
Hon. James J. McInerney, Brooklyn.	Miss Mary Vida Clark, New York.
Dr. Hortense V. Bruce, Hudson.	Mrs. William K. Draper, New York.
Marvin J. Olcott, Corning.	

COMMITTEE ON PUBLIC HEALTH.

Dr. W. H. Smith, *Chairman*, New York.

William I. Frothingham, Brooklyn.
 Miss Sophie Palmer, Rochester.
 Dr. F. E. Fronczak, Buffalo.
 Dr. Alfred Meyer, New York.
 Dr. Royal S. Copeland, New York.
 Dr. M. S. Riker, New York.
 Dr. James A. Miller, New York.
 Hon. Eugene H. Porter, New York.

John G. O'Keefe, New York.
 Dr. David M. Totman, Syracuse.
 Dr. Theodore C. Janeway, New York.
 Dr. M. L. Maton, New York.
 Dr. George Gales, Rochester.
 Hon. Thomas Darlington, New York.
 Hon. Stephen Smith, New York.

COMMITTEE ON SOCIAL AND MORAL PROPHYLAXIS.

Dr. Jacob Gould Schurman, *Chairman*, Ithaca.

Dr. Pierce A. Morrow, New York.
 Dr. Marion Craig Potter, Rochester.
 Mrs. A. Winsor Allen, White Plains.
 Dr. William M. Polk, New York
 Dr. Herman K. DeGroat, Buffalo.
 Dr. Edward T. Devine, New York.
 Professor V. A. Moore, Ithaca.
 Joseph T. Alling, Rochester.

Very Rev. Wm. J. White, D. D.,
 Brooklyn.
 Dr. John W. Brannan, New York.
 Dr. Charles F. McKenna, New York.
 Mrs. Etta Elsner Falker, Syracuse.
 Rev. A. M. O'Neill, Rochester.
 Dr. Ferd. J. Valentine, New York.

COMMITTEE ON CONGESTION OF POPULATION.

Mrs. V. G. Sinkhovitch, *Chairman*, New York.

Miss Kate H. Claghorn, New York.
 Hon. Arthur E. Sutherland, Rochester.
 Hon. Horace McGuire, Rochester.
 Benjamin C. Marsh, New York.
 Frederic Almy, Buffalo.
 Paul U. Kellogg, New York.
 Dr. O. F. Lewis, New York.
 Hon. Simon A. Nash, Buffalo.

Miss Alida Lattimore, Rochester.
 A. Conger Goodyear, Buffalo.
 Hon. Robert W. Hebbard, New York.
 Rev. Paul Moore Strayer, Rochester.
 John J. Fitzgerald, New York.
 Bailey B. Burritt, New York.
 Prof. Frank A. Fetter, Ithaca.

LIST OF MEMBERS AND DELEGATES.

TENTH NEW YORK CONFERENCE OF CHARITIES AND CORRECTION.

- Ablett, Helen B., 20 Summit street, Cohoes.
- Acker, Mrs. Milo M., 29 Center street, Hornell, manager, Willard State Hospital.
- Ackner, Mrs. Sarah J., Albany Orphan Asylum.
- Adler, Isaac, 1008 Granite Building, Rochester.
- Albeus, Brother, Albany, principal, Christian Brothers' Academy.
- Aldridge, Miss Lura E., 345 University avenue, Rochester, president, Board of Managers, State Agricultural and Industrial School.
- Alfred Edward, Brother, 391 Western avenue, Albany, superintendent, St. Vincent's Male Orphan Asylum.
- Allen, Mrs. Annie Winsor, 9 Myrtle street, White Plains, manager of the New York State Training School for Girls.
- Allen, Mrs. Sara J., Western House of Refuge for Women, Albion.
- Alline, Anna L., R. N., 132 Lancaster street, Albany, State inspector, Nurse Training Schools.
- Alling, Joseph T., 400 Oxford street, Rochester, president, Rochester Public Health Association.
- Alling, Rose Lattimore, 400 Oxford street, Rochester, probation officer.
- Almy, Frederic, 19 Tupper street, Buffalo, secretary, Buffalo Charity Organization Society.
- American, Sadie, New York City.
- Anderson, Miss Agnes, 103 Wright street, Newark, N. J., district secretary, Brooklyn Bureau of Charities.
- Andrews, Horace, 125 Lancaster street, Albany, Albany Home School for the Oral Instruction of the Deaf.
- Apgar, Margaret, 105 E. 22d street, New York, clerk, Russell Sage Foundation.
- Armstrong, Mrs. W. W., 54 Lorimer street, Rochester, president, Board of Managers, Western House of Refuge for Women, member State Commission State Farm for Women.
- Auburn Orphan Asylum, Auburn.
- Austin, A. Loretto, Fort Plain.
- Bailey, Mrs. Fannie J., 95 Eagle street, Albany, Albany Mother's Club, vice-president McCall Mission.
- Baker, Richard C., deputy commissioner of public charities, New York City.
- Baldwin, Joseph C., Jr., Mt. Kisco, commissioner, State Board of Charities.
- Ballentine, Miss Eveline, Rochester, Rochester State Hospital.
- Baron de Hirsch Fund, 43 Exchange place, New York City.
- Barnabas, Rev. Brother, Lincolndale, rector, Lincoln Agricultural School and superintendent, Placing-Out Bureau of the New York Catholic Protectory.
- Barnard, Seymour, 69 Schermerhorn street, Brooklyn, assistant secretary, Brooklyn Bureau of Charities.
- Barnes, Mrs. William, Jr., 229 State street, Albany.
- Barry, John J., 1331 Franklin street, New York City, Commissioner of Corrections.
- Bartlett, Ezra Albert, M. D., 20 South Hawk street, Albany, Albany Hospital.

- Bashein, Jacob, 726 Tinton avenue, New York City, agent and inspector of homes for children of the Hebrew Sheltering Guardian Society.
- Bassen, Louis J., 360 Watkins street, Brooklyn.
- Battershall, Rev. Walton W., 105 State street, Albany.
- Bauer, F. E., 901 Ogden avenue, New York City, superintendent, Children's Bureau, Department of Public Charities.
- Bauer, Frank O., 164 Livingston avenue, Albany, State Lunacy Commission.
- Beardsley, Mrs. H. M. 361 North First street, Elmira, vice-president, Women's Federation of Charities.
- Belden, Mead V. Z., 317 Highland avenue, Syracuse, manager, Syracuse State Institution for Feeble-Minded Children.
- Bell, Mark H., East Bloomfield.
- Benjamin, Fannie, 228 Westminster road, Rochester, volunteer settlement worker at Baden Street Settlement.
- Bennett, Miss Velna, 136 State street, Albany.
- Bergen, Margaret, 261 W. 52d street, New York City, district secretary, Charity Organization Society.
- Berger, Jacob, 4313 13th avenue, Brooklyn.
- Bergin, J. J., 614 Fourth street, Troy, N. Y.
- Bernstein, Charles, M. D., Rome, superintendent Rome State Custodial Asylum.
- Bernstein, Dr. L. B., 150th street and Broadway New York City, superintendent, Hebrew Sheltering Guardian Society Orphan Asylum.
- Bettelheim, Miss Cyd, New York City.
- Betts, T. F., 332 South Salina street, Syracuse.
- Revington, Rev. John A., 229 Madison avenue, Albany.
- Bigelow, Mrs. Lewis, 199 Barrington street, Rochester, probation officer.
- Bijur, Nathan, 34 Nassau street, New York City.
- Bishop, L. E., 118 W. 22d street, Elmira.
- Bissell, Mrs. Elmer J., 13 Buckingham street, Rochester, chairman child labor committee of Woman's Educational and Industrial Union.
- Bissell, Mary T., M. D., New York City.
- Blair, Elmer, 445 Western avenue, Albany.
- Blair, Mrs. Elmer, 445 Western avenue, Albany; president, New York State Federation of Women's Clubs.
- Blatchly, Charles K., 105 E. 22d street, New York City, superintendent Joint Application Bureau.
- Bock, Franklin W., M. D., 27 Rowley street, Rochester.
- Bojesen, Johanne, 321 E. 15th street, New York City, district secretary, Charity Organization Society.
- Bolton, James R., M. D., Fishkill-on-Hudson.
- Boyd, Miss Mary, 1622 Fifth avenue, Troy, city missionary.
- Boyle, Julia E., 131 Clinton avenue, Albany.
- Brasch, Gertrude, Poughkeepsie.
- Brayton, Arthur W., 924 Second street, Rensselaer.
- Brice, David N., 320 Hamilton street, Albany.
- Briggs, Franklin H., Industry, superintendent State Agricultural and Industrial School.

- Briggs, R. C., 107 W. Dominick street, Rome, president board of managers, Rome State Custodial Asylum.
- Britt, T. Louis A., 271 Broadway, New York City, particular council, Society of St. Vincent de Paul.
- Brodsky, Dr. R. J., 211 W. 108th street, New York City.
- Brooklyn Children's Aid Society, 72 Schermerhorn street, Brooklyn.
- Brooklyn Industrial School Association and Home for Destitute Children, Brooklyn.
- Brooks, E. A., 90 William street, New York City, superior council, St. Vincent de Paul Society.
- Brown, Rev. Edgar H., 13 Philip street, Albany.
- Brown, Mrs. Edgar H., 13 Philip street, Albany.
- Brown, George R., 463 Hawthorne avenue, Yonkers, superintendent, Leake and Watts Orphan Home.
- Brown, John W., Cooperstown, superintendent of poor, Otsego county.
- Brown, Mrs. John W., Cooperstown, matron, Otsego Almshouse.
- Brown, Mrs. Julia, 114 Elm street, Albany.
- Brown, Miss Ruth M., 463 Hawthorne avenue, Yonkers.
- Bruce, Hortense V., M. D., Hudson, superintendent, New York State Training School for Girls.
- Bruere, Mina M., 156 W. 83d street, New York City, Charity Organization Society.
- Buckley, Miss Teresa A., 215 Campbell street, Rochester.
- Budd, Miss Sarah B., South Schodack.
- Burke, Fitzsimmons, Hone & Co., Rochester.
- Burke, Rev. Thomas M. A., Albany, president, St. Vincent's Orphan Asylum Society; St. Peter's Hospital, Albany.
- Burr, Margaret W., Home for Destitute Children, Cazenovia.
- Burrell, Loomis, Little Falls, manager, New York State Training School for Girls.
- Burrett, Bailey B., 11 Lawrence street, Yonkers, assistant secretary, State Charities Aid Association.
- Burto, Helen M., Long Lake.
- Butler, Edmond J., 67 W. 131 street, New York City, corresponding secretary, Superior Council, Society of St. Vincent de Paul; commissioner, Tenement House Department of the City of New York.
- Butler, Miss Mary M., 38 Palisade avenue, Yonkers.
- Byrington, Margaret F., 105 E. 22d street, New York City, associate secretary, Charity Organization Department, Russell Sage Foundation.
- Campbell, Amelia M., 607 North Madison street, Rome, Oneida county, agent for Dependent Children.
- Canfield, Prof. George F., 40 Wall street, New York City.
- Canisius, Sister Mary, Sanitarium Gabriels, Gabriels.
- Carlin, P. J., 270 Washington avenue, Brooklyn, vice-president, Roman Catholic Orphan Asylum Society.
- Carson, James C., M. D., superintendent, Syracuse State Institution for Feeble-Minded Children, Syracuse.
- Case, H. B., 442 Western avenue, Albany.

- Casey, William C., 108 Bank street, Batavia, treasurer board of managers, New York State School for the Blind.
- Cass, Mrs. Lewis, 152 Elm street, Albany, president, Albany Mothers' Club.
- Catholic Home Bureau, 105 E. 22d street, New York City.
- Cauley, Charles, 61 Sophia street, Rochester.
- Cayuga Asylum for Destitute Children, Auburn.
- Chase, Florence E., 434 Hudson avenue, Albany, New York State Normal College, Albany.
- Claghorn, Miss Kate H., New York City.
- Clark, Rev. A. N., 609 Union street, Schenectady, Schenectady Charities Association.
- Clark, Mary Vida, 105 E. 22d street, New York City, assistant secretary, State Charities Aid Association.
- Clarke, C. L., Alfred.
- Clark, Frederic O., Oswego.
- Clarkson, Mrs. R. G., 261 W. 52d street, New York City, friendly visitor, Charity Organization Society.
- Cole, Mrs. Charles W., 354 Hudson avenue, Albany, chairman, State Playground Committee, New York State Assembly of Mothers.
- Collins, Mrs. Newton M., 458 East avenue, Rochester, Consumers' League Committee of Women's Educational and Industrial Union.
- Conklin, Isaac T., 1328 Main street, Peekskill, State Normal College.
- Connelly, Anna I., 338 Jay street, Brooklyn, probation officer.
- Copeland, Dr. Royal S., 58 Central Park, West, New York City, dean and director, New York Homeopathic Medical College and Flower Hospital.
- Cotton, Josephine, 210 Western avenue, Albany, teacher, Settlement House, South End.
- Cottrell, James K. Polk, 295 Madison avenue, Albany.
- Covill, Mrs. D. L., 442 W. 23d street, New York City.
- Coyne, Anna E., 9 W. 8th street, New York City, superintendent, Washington Square Home for Friendless Girls.
- Crispel, Charles W., D. D., Kingston.
- Crossett, Mrs. John B., Warsaw.
- Crouse, Mrs. C. E., 715 W. Genesee street, Syracuse, secretary, New York State Institution for Feeble-Minded Children.
- Crowley, J. R., Dannemora, head teacher, Clinton Prison.
- Culp, Miss Elizabeth, 1974 Broadway, New York City, assistant district secretary, Charity Organization Society.
- Curry, Miss H. Ida, 105 E. 22d street, New York City, superintendent of agencies for dependent children, State Charities Aid Association.
- Curtin, Miss Alice E., Albion, superintendent, Western House of Refuge for Women.
- Curtis, Miss E. B., West New Brighton.
- Curtis, Dr. F. C., 17 Washington avenue, Albany, Albany Committee on Tuberculosis.
- Curtis, Mrs. Frederic C., 17 Washington avenue, Albany, Albany Mothers' Mission.
- Cutting, R. Fulton, 32 Nassau street, New York City.

- Daly, Joseph I., 729 E. 168th street, New York City, Catholic Home Bureau for Dependent Children.
- Daniels, Caroline, 19 Tupper street, Buffalo.
- Daniels, Helen, 199 Midland avenue Glen Ridge, assistant, Bureau of Statistics, Charity Organization Society, New York City.
- Daniels, John, 19 Tupper street, Buffalo, director, Buffalo Social Survey.
- Davenport, Mrs. John, Bath.
- Davis, Joseph, 22 Lancaster street, Albany.
- Davis, J. G., 22 William street, New York City.
- Davis, Miss Katherine Bement, Bedford, superintendent, New York State Reformatory for Women.
- Davis, Theo. G., George Junior Republic, Freeville, field secretary, George Junior Republic Association.
- Dawson, Miles M., 135 W. 95th street, New York City, actuary, Russell Sage Foundation.
- Deacon, Mary A., 105 E. 22d street, New York City, State Charities Aid Association.
- Dean, John G., Amsterdam.
- Deevey, Edward S., Albany, principal, School No. 20.
- De Forest, Robert W., 30 Broad street, New York City.
- Denman, Miss Alice, 444 59th street, Brooklyn.
- Devare, C., Pr., 170 Sullivan street, New York City.
- Devine, Edward T., 105 E. 22d street, New York City, general secretary, Charity Organization Society; editor "Survey;" professor of social economy, Columbia University.
- Dewey, Mrs. Melvil, Lake Placid Club, Essex county, Home Economics Conference.
- Dexter, L. D., 108 Wood avenue, Syracuse.
- Dominic, Brother, Hanover and Bedford streets, Troy, director and treasurer, The Troy Catholic Male Orphan Asylum.
- Donovan, Marie G., 182 Delaware avenue, Albany.
- Dorney, M. V., 29 Jerome street, Brooklyn, attorney, St. Malachy's Home.
- Doubleday, Mrs. J. W., 26 Lewis street, Binghamton, Bureau of Associated Charities.
- Douglas, Samuel W., Wooster, Ohio, corresponding secretary, University of Wooster.
- Dowling, Miss Anna, St. Ann's Home, Peekskill, St. Ann's Home for Destitute Children.
- Dunn, T. B., 105 North Water street, Rochester.
- Durick, Rev. James J., 915 Putnam avenue, Brooklyn, Home for Aged, Little Sisters of Poór.
- Duffy, David E., 99 Myrtle avenue, Albany.
- Dustin, George W., 46 Morton street, Malone, manager, St. Lawrence State Hospital.
- Eades, Anna Louise, 623 Clinton avenue, Albany.
- Earll, Rev. Irene, 71 Chestnut street, Westfield, N. J., "The Survey."
- Eastman, Rev. Samuel E., Elmira.
- Eastwood, Miss Mary E., 254 Quail street, Albany, State Library.

- Elsner, Henry, M. D., Syracuse.
- Ely, Mrs. Katherine, Binghamton.
- Etz, Mrs. Anna Cadogan, 86 Genesee street, Hornell.
- Falahee, John J., 120 W. 59th street, New York City, Ozanam Association.
- Falker, Mrs. August, 609 E. Genesee street, Syracuse, Western House of Refuge for Women.
- Fanning, James O., 200 Partridge street, Albany.
- Farrell, Garrett P., 401 N. Pearl street, Albany.
- Fassett, Mrs. Jacob Sloat, Strathmont, Elmira, president, Women's Federation of Charities.
- Faulkner, Leon C., Watervliet, superintendent, The Fairview Home for Friendless Children.
- Faulkner, Mrs. L. C., Watervliet, Fairview Home.
- Federated Jewish Charities, 456 Jefferson street, Buffalo.
- Fetter, Frank Albert, Goldwin Smith Hall, Ithaca, professor of economics and finance, Cornell University.
- Figueira, Mrs. M., 14 Stuyvesant avenue, Brooklyn.
- Finger, Peter W., 1434 State street, Schenectady.
- Fischer, Miss Marea, 164 E. 89th street, New York Association for Improving the Condition of the Poor.
- Fish, Myrtis M., 62 Putnam avenue, Brooklyn, probation officer.
- Fitzgerald, Agnes C., 26 Division street, Cohoes.
- Fitzgerald, Anna May, 85 Park avenue, Albany, New York State Normal College.
- Fitzgerald, J. J., 726 Carroll street, Brooklyn, assistant secretary, Society St. Vincent de Paul, New York City.
- Fitzgerald, Mrs. Michael J., 542 N. Pearl street, Albany, St. Peter's Hospital.
- Fitzpatrick, Howard J., 310 John street, Syracuse, State Normal College.
- Floyd, Augustus, Mastie (Moriches P. O.), commissioner, State Board of Charities.
- Folks, Homer, 428 Hawthorne avenue, Yonkers, secretary, State Charities Aid Association; president, State Probation Commission.
- Foote, Miss Sophie P., 59 Morton street, New York City, district secretary, Charity Organization Society.
- Ford, Clarence E., 287 Fourth avenue, New York City, inspector, State Board of Charities.
- Forrester, Mrs. George B., 382 Degraw street, Brooklyn.
- Foster, James H., 241 Terrace, Buffalo.
- Foster, Miss Lily F., 106 West 92d street, New York City, deputy state factory inspector.
- Fox, Mrs. Anna B., 262 Delaware avenue, Buffalo, registrar, Buffalo Charity Organization Society.
- Frankel, Lee K., 1 Madison avenue, New York City, manager, Industrial Department, Metropolitan Life Insurance Company; director, United Hebrew Charities of New York.
- Frederick, George L., 429 Ceneral avenue, Albany.
- Frederick, Miss Henrietta, 175 Elk street, Albany.
- Freundenheim, Mrs. Marcia, 501 Lake avenue, Elmira.

- Friendly, S. J., Elmira.
Fronczak, F. E., M. D., Buffalo.
Fulton, Elizabeth, 15 Central park, West, New York City.
Gannett, Mrs. W. C., 15 Sibley place, Rochester.
Gardiner, Thomas W., 2 Box place, Lynn, Mass.
Garritty, James A., 23 River View place, Yonkers.
Gaston, Sarah E., Troy.
Gfroerer, Louis P., 660 Grand street, Brooklyn, secretary, Orphan's Home; trustee, St. Catharine's Hospital.
Gibbons, Mrs. Mary E., 48 First place, Brooklyn, probation officer.
Gibson, Charles, 415 State street, Albany, president, House of Shelter.
Gibson, Mrs. Charles, 415 State street, Albany.
Glenn, John M., 152 E. 35th street, New York City.
Goldstein, Sidney E., 2127 83d street, Brooklyn, director, Social Service, Free Synagogue.
Goldwater, S. S., M. D., superintendent, Mount Sinai Hospital, New York City.
Goler, George W., M. D., Rochester.
Goodale, Mrs. E. S., 263 Clinton street, Watertown, manager, St. Lawrence State Hospital; trustee, Board of Charities and Correction.
Goodhue, Everett W., Hamilton, professor sociology and economics, Colgate University.
Gorham, George E., M. D., 214 State street, Albany.
Grannis, Mrs. Florence A., 402 Court House, Syracuse, agent for placing out children.
Grasse, Miss Gertrude, 253 E. 68th street, New York City, assistant secretary, Brooklyn Juvenile Probation Association.
Gratwick, William H., 814 Fidelity Trust Building, Buffalo, commissioner, State Board of Charities.
Graves, Mrs. W. D., 12 Pine street, Binghamton.
Gray, George L., 216 Horner street, Elmira.
Gray, Miss L. P., Cambridge.
Gray, Mrs. Marshall, 229 Madison avenue, Albany.
Green, Mrs. Rosa, 406 48th street, Brooklyn, probation officer.
Greenhut, B. J., New York City.
Griffin, Mrs. Russel A., 140 Tremont avenue, Orange, N. J.
Griffith, Mrs. Georgianna, Troy, president, New York State Woman's Relief Corps Home.
Guilladen, Mrs. W. L., 46 Macculloch avenue, Morristown, N. J., secretary, Women's Prison Association of New York City.
Guttman, Rev. Adolph, 102 Walnut place, Syracuse, United Jewish Charities.
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- Weimer, Miss Cecil B., Buffalo.
- Welsh, Thomas Grant, 671 Lake street, Elmira, representing the Board of Supervisors of Chemung County.
- Welshe, Anna M., 50 Wall street, Auburn, superintendent, State Prison for Women.
- Wentworth, Mary E., 381 Clinton avenue, Albany.
- Westervelt, Z. F., 945 St. Paul street, Rochester.
- Wheelock, Charles F., 346 Manning boulevard, Albany, chief, Examination Division, State Education Department.

- Whish, Mrs. John D., 167 Lancaster street, Albany, president, New York State Assembly of Mothers.
- White, Alfred F., 130 Water street, New York City.
- White, Miss Florence, 28 Lake View park, Rochester.
- White, John F., 28 Lake View park, Rochester, manager, State Agricultural and Industrial School.
- White, Mrs. John F., 28 Lake View park, Rochester.
- White, Rev. William J., D. D., 98 Richards street, Brooklyn, supervisor of Catholic Charities.
- Whiten, E. Stagg, 1120 Amsterdam avenue, New York City, chairman Compulsory Education Committee, New York City Public Education Committee.
- Whitfield, William R., 270 Madison avenue, Albany, secretary, Society of St. Vincent de Paul's Conference of the Immaculate Conception.
- Whitfield, Mrs. William R., 270 Madison avenue, Albany.
- Whitmore, Mrs. Katherine B., R. N., 1202 Union street, Schenectady, inspecting nurse, Tuberculosis Department, Bureau of Health.
- Whittaker, Elizabeth L., Ithaca.
- Whittelsey, Miss Mary E., 110 Ross street, Brooklyn.
- Wiener, Miss Cecil B., 456 Jefferson street, Buffalo, general manager, Federated Jewish Charities of Buffalo.
- Wilcox, Ansley, 684 Ellicott square, Buffalo.
- Wilcox, W. F., Ithaca.
- Williams, Faith, Oneida.
- Williams, Mrs. George R., 2 Fountain place, Ithaca.
- Williams, Mornay, 25 Liberty street, New York City, president, New York Juvenile Asylum; chairman, New York Child Labor Committee; member, Executive Committee, Prison Association.
- Williams, Mrs. Mornay. Lydecker, Englewood, New Jersey.
- Wilson, Ernest M., Salem, State Normal College.
- Witbeck, Mary L., Spring avenue, Troy, matron, Troy Orphan Asylum.
- Wood, James, Mt. Kisco, president, Board of Managers New York State Reformatory for Women.
- Woodbridge, Miss Alice L., 556 W. 186th street, New York, Women's Prison Association.
- Woolworth, Florence Miller, 203 Avenue A, student, New York State Normal College.

PROCEEDINGS

OF THE

**THIRTY-NINTH ANNUAL CONVENTION OF THE ASSO-
CIATION OF COUNTY SUPERINTENDENTS OF THE
POOR OF THE STATE OF NEW YORK, HELD AT
THOUSAND ISLAND PARK, N. Y., JUNE 22, 23, 24 and
25, 1909.**

[939]

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First Vice-President.

C. E. DODGE, Chautauqua County.

Second Vice-President.

F. J. LATTIMORE, Cayuga County.

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C. E. WEISZ, New York City.

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PATRICK REDMOND.

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C. V. LODGE.

MISS A. F. EVERINGHAM.

MISS MARY A. DEACON.

HON. V. E. PECKHAM.

DR. ROBERT W. HILL.

FRANK C. EASTMAN, Stenographer, Warsaw, N. Y.

PROCEEDINGS OF THE THIRTY-NINTH ANNUAL CONVENTION, JUNE 22, 23, 24 and 25, 1909.

The Thirty-Ninth Annual Convention of the Superintendents of the Poor of the State of New York, held at the Columbian Hotel, Thousand Island Park, N. Y., June 22, 23, 24 and 25, 1909, was opened Tuesday morning, June 22, President Townsend presiding.

The invocation was given by the Reverend W. H. Rowe.

The address of welcome was given by Mr. R. P. Grant, of Clayton, as follows:

MR. CHAIRMAN, LADIES AND GENTLEMEN:

I think it will be proper for me to state how I came to be here this morning. The superintendent of our county met me in Watertown in the early Spring, and he said, "Say, Grant, the State Board of Charities is coming to the Thousand Island Park in June. We wish you would give the address of welcome." I told him I couldn't, I was so busy, so tied up in business matters, I would not have the time to do it. Well, he let me off that time. I met him two or three days after that in the streets of Watertown; he had the same story to tell me each time. Finally, I told him I couldn't; I did not have the time. I supposed the thing was off then. Two or three days later I was called up on the telephone; the stenographer came to my desk and said I was wanted at the 'phone. I recognized the voice of Superintendent Dunaway. I told him I didn't have the time; I couldn't come up; there was no use talking. And so he dropped it. In ten or fifteen minutes afterwards there was another telephone call, and I recognized Mr. Redmond's voice. The result was I couldn't shake him as easily as I did Dunaway. I told Redmond I did not have the time to prepare such a speech as ought to be delivered to this great Board of Charities. He said I might tell a story, possibly. "But," he says, "If you tell a story, I want to caution you: don't tell an Irish story."

So you see, Mr. President, I am handicapped from the start. If I've got to tell a story I will have to tell a German story, not an Irish story.

It seems that in the Old Country many years ago a couple of young men were born and brought up in the same neighborhood, — in the same locality — and they had heard so much of America.

I am going to tell these young men's names. One was Pat Murphy and the other was Michael O'Toole (Applause). They decided they would save up money enough to come to America, which they did. Before they left Old Ireland — I should have said Germany — (laughter) — they arranged that they should come on the same ship; and they landed together in the city of New York. And they agreed among themselves that wherever they got employment, — that wherever one got employment, the other must. And so they lived up to the agreement. They finally got jobs — places to work together. Time ran along and, as the years rolled by these young men began to think of the future life; and Pat says to Mike one day, "When we get to Heaven, we must not fail to meet in that harbor." Eventually Mike died and went to the promised land. As the story goes, he waited and waited for Pat Murphy to come and be with him.

In the course of a few years Pat Murphy died; he didn't go to the promised land; he went to what they call Hades. He arrived in Hades but he didn't find his friend Mike. He was lost; he was disappointed. Finally, he made an inquiry one day, and he asked the devil if Mike O'Toole was down there. The devil said "No." Pat said that was funny; they promised to meet there. "Mr. Devil, could I please use your telephone to call my friend Mike?" The devil said, "Yes." So he got the devil's telephone and called up the other country, and he got Mike on the telephone. Mike was terribly disappointed at Pat's having to be down there in Hades, as he had made him promise to meet him in the promised land. Finally Pat says to Mike, "What are you doing over there?" "I am working very hard." "How is that?" Mike says, "There are so few of us here I have to work sixteen hours a day." "What are you doing?" "Polishing up the sun, dusting off the moon and hanging up the stars." "You have a hard job," said Pat. "What are you doing down there?" asked Mike. "I have

an easy job; there's so many of us down here, there isn't much work to do." "What are you doing?" "All I have to do is to put on a shovel of coal in the furnace once a day." (Applause.)

Mr. President, by request of your local committee, I have been asked to welcome you to our county. It may be of interest to many of you, who are assembled here to-day, when I say that Jefferson county is the tenth county in the United States in the total amount of her products. You will see from this that Jefferson county, with her many industries and agricultural products, is the tenth county in the United States.

From an agricultural and dairy standpoint Jefferson county leads all other counties of this State with the cheese and the fine timothy hay, which is second to none in all our eastern markets. Our farmers are selling \$1,000,000 worth of hay annually, in addition to the large amount of hay which it requires to winter 70,000 dairy cows, and several thousand horses that our farmers keep from year to year.

We have thirteen milk stations in our county that send milk to New York City every day in the year, and this milk would make 7,000,000 pounds of cheese per annum, worth, at our present prices, \$800,000. We also have several creameries in the county; the Rosemary of Antwerp — I should have said Adams — being the largest in the State; we also have at Antwerp the Beaumont cheese factory that receives in the flush of the season over 50,000 pounds of milk per day; this is made up into fifteen to twenty kinds of fancy (so-called) cheese. We also have fifty limburger cheese factories that have an annual output of \$200,000 worth of Dutch cheese. We also have about a hundred American cheese factories with an output of over a million dollars worth of American cheese. The sales of American full cream cheese on our Cheese Board at Watertown are larger than those of any other Cheese Board on the American continent. In fact, we have the largest "cheese board" in the world!

Jefferson county has nineteen banks with a paid up capital and surplus of over \$2,000,000 and deposits of about \$18,000,000, which is a good barometer of the prosperity of our people and the financial condition of our county.

Our professional men, teachers, clergymen, doctors, lawyers and judges are bright and competent and equal to any the State of

New York can produce. Jefferson county has furnished the United States with J. A. Bronson, a Judge of the United States District Court of the State of Minnesota; also a Governor, and a United States Senator, the late Senator Davis, of Minnesota. Jefferson county has furnished the State of New York with six Judges of the Supreme Court, one Judge of the Court of Appeals, the late Hon. Dennis O'Brien; one Judge of the Court of Claims, the late Hon. W. F. Porter; one Judge of the Appellate Division, the Hon. Pardon C. Williams; one State Engineer and Surveyor, for three terms, the Hon. Edward A. Bond; one Superintendent of Public Instruction, for three terms, the Hon. Charles R. Skinner; one State Assessor, Hon. J. D. Ellis; two candidates for Governor, not elected, and one Lieutenant-Governor, the Hon. W. A. Beach; and also one of the best Governors the State of New York has ever had, the late Hon. Roswell P. Flower; a United States Consul to England, the late Colonel A. D. Shaw.

Some United States military heroes have been residents of this county. John Brown was a resident of this county when the war with England in 1812 broke out. Fighting Joe Hooker was formerly a resident of this county. General Ulysses S. Grant was a resident of this county during the few years before he became the hero of Appomattox and President of our great United States.

When we come to the heroes and heroic acts of the rank and file and commissioned officers from lieutenants to colonels we have hundreds of such heroes that went to the Civil War to defend the flag of our country.

In our county is situated the beautiful city of Watertown, which, only a few years ago, was a large village; now it is a thriving city of 30,000 people, with paper mills, machine shops, wagon factories, a brake shop, employing thousands of men, with weekly pay-rolls of \$20,000 to \$40,000.

Mr. President, you are now near the northern boundary of our county and within two miles of the international line between the United States and Canada, and in the midst of the Thousand Island archipelago, where \$20,000,000 are invested in cottages, hotels, parks and boats, the greater part of which vast amount of money is invested within ten miles of this beautiful Thousand Island Park. This park has 700 cottages, and a population during July and August of 10,000 people.

The Thousand Islands are destined to be the greatest summer resort on the American continent; they have the best fishing grounds of the United States and Canada among them.

Mr. President, Ladies and Gentlemen.—On behalf of our county, I again welcome you; and, when I say welcome, I voice the sentiment of our great county. We hope your Thirty-ninth Annual Convention will be the best that you have ever held; that your second visit to this great summer resort, the Thousand Islands, will be a pleasant one, and that when you go away from here you will have nothing but the pleasantest recollections of your Thirty-ninth Convention, held at the Thousand Island Park, in 1900. (Applause.)

THE PRESIDENT:

Mr. Grant, Ladies and Gentlemen of Jefferson County.—In behalf of the convention I wish to thank you for the hearty reception we have received here. I think you said the "second visit," but, I understand it has been the third time our convention has met here in the past —

MR. GRANT:

I stand corrected; I had forgotten.

THE PRESIDENT:

And I think I can safely say for the convention that it is one of the most beautiful spots on the globe.

MR. GRANT:

We will be pleased to see you here every year.

THE PRESIDENT:

I will further state, that I hope in the future we may be able to come here again.

The president then read his annual address, as follows:

THE PRESIDENT:

Ladies and Gentlemen.—I regard it as a great honor to be permitted to preside over the deliberations of the County Superin-

tendents of the Poor of the State of New York in their annual convention.

I should deem myself to some extent worthy of the honor if I felt capable of introducing into your deliberations any superior wisdom in relation to the matters before you, or any superior method of dealing with the problems with which you have to contend. Acknowledging my inability in this respect, I shall have to ask your kind sympathy in the discharge of my duties as president, and rely upon your generosity and kindness to help carry along the work of the convention, so that it may properly take its place for beneficial and practical interest and for pleasant associations with those that have gone before.

This thirty-ninth annual convention finds the work in which we are engaged moving along more systematically, with a better understanding of the questions with which we have to deal and with a better opportunity of dealing with them, than at any time in the past. We may congratulate ourselves that this great problem of dispensing the charity of the State to its indigent inhabitants is gradually being solved with intelligence by practical legislation and experience. Since our last meeting there has been a consolidation of the statutory law of the State of New York extending to and including the poor laws, and it is now easier for us to determine the legal bearings of the subjects with which we have to deal. Many years of legislation upon the question of caring for the poor have placed upon our statute books many laws that were not easily reconciled and that sometimes led to misunderstanding and confusion. All this has been simplified in a brief and comprehensive statement of the Poor Laws adopted by the State Legislature, and one of the greatest bugbears of the county superintendent has to some extent been removed.

The last Legislature also provided for the selection of a county auditing officer, who shall have general jurisdiction as boards of supervisors now have over county audits. This is a change that, if properly worked out in the larger counties, should be a very welcome one to the county superintendent. Being compelled as he is now to anticipate his expenses a year in advance, and being held down to that estimate, which it is not possible to accurately forecast, the county superintendent often finds himself without

available funds to meet emergencies that arise. With one auditing officer to deal with, it should be possible to have a more intelligent understanding as to the actual needs of the office of the county superintendent without giving way to unnecessary extravagance.

There are other needed reforms in regard to our poor laws and their execution to which the attention of the county superintendent should be directed. I do not intend to occupy your attention now in making suggestions in regard to them. But I do wish to congratulate you for the good you have already accomplished in contributing your energies and your intelligence in seeking necessary legislative reforms of the poor laws.

There is much more work to be done. In fact, the problem of dealing with the poor is as old as the human race and will continue to be a problem as long as the government shall last.

"The poor ye have always with you," says the Bible.

We can preach reform as much as we please and practice it honestly, but conditions that produce paupers seem to be a necessary incident of civilized growth. But it may be held in check. It should be held in check. We shall always have those who are unfortunately poor and needy; owing to circumstances over which they have no control. In dealing with these the State can well afford to be generous, but in dealing with those who are not necessarily poor, those who may be termed professional indigents, all charity is wasted, all sympathy is misdirected. We are but adding to the evil when we support them out of the coffers of the State.

It has been often and ably discussed in our conventions that one of the principal sources of the propagation of this evil is the improper marriage of those who are unable physically or mentally to support themselves or their progeny. The marriage laws go to the root of this evil to allow feeble-minded people to unite in wedlock or to allow even professional indigents, those who never work if the State will support them, to unite in wedlock. Would it not be well if there were stricter laws in regard to such marriages? Would it not be well if all persons who have the authority to perform the marriage ceremony were prohibited under penalty, from performing the ceremony under conditions that can beget only poverty, indigence, feeble intellects, possibly degenerates and criminals?

While it is not possible to accomplish perfection in this respect, it should be possible to make great improvements. We may congratulate ourselves that the present generation has shown greater advancement and greater human sympathy, as well as more practical economy, in dealing with the question of caring for the poor, than in all the generations that have preceded it since our State was organized. We may also congratulate ourselves that the great State of New York occupies the foremost place among the States on this subject, and without being too boastful the county superintendents may claim a just share in working out improvements and reform on the practical side of this question. Many eminent men occupying a high place in the history of the State have contributed valuable assistance in the office of superintendents in the different counties of the State in the solution of these problems. I need not stop to mention them. That has been done in our councils before. I can only say that they furnish an inspiration to those of us who follow. They set a high mark of efficiency for others to strive to emulate, and I hope and trust that the labors of this convention will be as pleasant to those who participate in it, will be as beneficial, not only to them, but to those they serve, as the meetings of the county superintendents have always been in the past.

I again thank you for the honor of the position that I occupy, and ask your indulgence for the carrying on of the work of the convention.

I now await your further pleasure.

THE PRESIDENT:

Mr. Secretary, are there any letters of regret.

MR. IVES:

I have none.

MR. LODGE:

Mr. President, may I, at this time, suggest to the delegates that the time set for assembly was put at three o'clock, so you would have plenty of time to get settled and acquainted. And, might I also ask you if you will try and be here at three o'clock, so we can begin promptly, because it is quite important. You

will know this by referring to the program. One of the good things is an address by Mr. Stewart, the president of the State Board of Charities, on "Alms-house Administration." That is a subject that is as interesting to us as anything that can be brought up. And then, immediately following Mr. Stewart, we are going to have the privilege of listening to Mr. Franklin B. Kirkbride, who is a member of the Letchworth Village Commission, and he will speak about "Letchworth Village," the new State institution for defectives. I did not learn that we were to have this pleasure in time to get it in the program. The programs were in the hands of the printer when this arrangement was made, and so that accounts for it not appearing on the program. All this is going to be intensely interesting to us all, and it will be in addition to the program, so you will see the necessity for our trying to be here promptly at three o'clock for our afternoon session.

MR. REDMOND:

Mr. President, I wish to announce to the ladies and gentlemen here that our local photographer would like to have a picture of our convention, and he has set the time for the close of the convention to-morrow, and he would like to have the superintendents and the ladies and gentlemen out on the opposite porch of the hotel over here, so he can get a good picture. We would like to see every gentleman and lady, delegates and everybody who would like to be in the picture, there.

MR. WEISZ:

I wish you would announce that the committee on legislation is to meet at 2 o'clock in the parlors of the hotel, and to ask the members of that committee to be in attendance.

THE PRESIDENT:

I don't know as it is necessary to announce this; it has been announced already — that the legislative committee will meet at the hotel at 2 o'clock.

Are there any further remarks? If not, I see the next thing on the program, or the next thing in order will be the registration of delegates and members; that will take some time. I think that is next. If there is no further business before the —

MR. WEISZ:

Insomuch as this is general work, I would move that we now adjourn to allow the ladies and delegates to enjoy themselves between now and three o'clock, so they will have no excuse for coming into the convention late, and say they have been away. I would suggest to the superintendents that they will be expected to be here to fill the chairs; we don't want any empty ones.

THE PRESIDENT:

You have heard the motion; all those in favor of it will say "aye;" contrary "no." It is carried.

PROCEEDINGS TUESDAY AFTERNOON.

THE PRESIDENT:

The first thing on the program this afternoon is an address on "Almshouse Administration" by Dr. William R. Stewart, President of the State Board of Charities. I take pleasure in introducing to you President Stewart. (Applause.)

MR. STEWART:

Mr. Chairman and Members of the Convention.—(Applause) To judge from the title of *Doctor* with which you have honored me on the convention program, it is possible that you expect either a sermon or an address upon some medical topic; but I am not a doctor, and so you will be disappointed in that expectation, as I am to speak to you on "Almshouse Administration." There is a special reason for my wishing to be with you in your convention at Thousand Island Park. While we are citizens of New York State, I feel especially at home on the St. Lawrence, having spent many happy summers on the river and its beautiful islands, and this "home feeling" induces me to speak of things which are familiar; and what more familiar to us all than the almshouse problem?

I take it for granted that all the Superintendents of the Poor are in sympathy with anything which will improve the condition of the almshouses of the State. These conventions were organized that the superintendents might annually meet and plan improved

methods of almshouse administration in the counties of our State, and you are to-day endeavoring still further to improve the work in which your predecessors, in connection with the State Board of Charities and other interested workers, were generations ago the pioneers. We all are engaged in efforts to better social conditions and we all have the same objects in view, and while we are working along different lines, we are laborers in the same field, and so I feel at home in your convention, and am sure that you will lend friendly ears to the observations I shall make. You will, of course, remember that they do not come from a specialist in your work.

A story is told of a Scotch minister who, in the absence of her regular chaplain, was called upon unexpectedly to conduct the services at Balmoral Castle when Queen Victoria was present. Overwhelmed by the importance of the occasion, in the prayer preceding the sermon, he extemporized after this manner: "We pray Thee for Thy divine blessing upon Her Gracious Majesty, Queen Victoria. We pray that as she grows to be an old woman, she may become a good man, and that in all righteous causes she may go forth from strength to strength before her people like a he-goat upon the mountains." If I make any similar lapses, you will please remember that I am not accustomed to extemporaneous speaking, and I trust you will pardon me.

Others will follow who are more familiar with statistics and details, so I shall not speak of them, but touch retrospectively on some of the forces which have aided in achieving the reforms and improvements discernible in all charitable work, and especially in the almshouses of the State.

My service as a member of the State Board of Charities began in 1882, when I was quite a young man, and has continued ever since. Conditions have changed very much for the better during these years, as you all know. They are now much better than in the days of my immediate predecessor in the presidency of the State Board of Charities, Mr. Oscar Craig, and many important reforms were previously initiated under the presidency of Mr. William Pryor Letchworth, under whose wise leadership my early experience was gained.

Among the causes which have contributed to this improvement in almshouse administration, is the powerful influence of a more enlightened public opinion. The press has voiced this, and thus becomes another important factor. Public opinion has greatly contributed to nearly all of the notable improvements in charitable administration and care. It practically requires the higher standard of living which we are all enjoying and which provides us many comforts unknown to our fathers or grandfathers. The luxuries of their day are the necessities of ours, and because this is so we are or should be the better. These changes have extended to the charitable institutions, and the poor to-day in the almshouse are better off in every way than they were a generation ago; they are better clothed and housed, they are better fed and have better water to use. Living conditions in the world have improved, and public opinion has required that this improvement should reach the inmates of the almshouses, and they now expect and receive better care.

I have brought with me an extract from a report of a visit to an almshouse in the central part of the State made in 1872 by Mrs. Josephine Shaw Lowell, then a member of the Richmond County Visiting Committee of the State Charities Aid Association,— and who was afterwards for many years my colleague on the State Board. Mrs. Lowell, who died three years ago, is no doubt remembered by many of you; no woman has ever placed the State under greater obligations than she.

This is what she said in her report:

“ The worst poorhouse I ever saw myself was in one of the central counties of the State, and an irresistibly grotesque element was added to its horrors by the naive hospitality with which the good-natured Superintendent showed us the sights, from the very clean dairy, of which he was proud, to the filthy bunk of which he was not ashamed, where John ‘ pigged in ’ as he expressed it. ‘ Yes,’ he explained, as he poked at the bundle of rags covering John, ‘ he’s half-witted and he’ll swear awful if you stir him up. Here, John! John!’ Then as we hurriedly escaped from John and the broken plaster, black laths and bedbugs of the poorhouse itself, into the yard surrounded by broken down outhouses, and asked about a miserable family, man, woman and three children sitting

there, he answered: 'Oh! they've been here about four or five years. Oh! yes, them children, the two littlest, was born here.'"

Such were the horrible conditions, Mrs. Lowell and Miss Ella Collins, who accompanied her, discovered in one of our almshouses. It does not require much imagination to perceive how far we have progressed since that time.

Another useful reformatory influence was set in motion when the State Board of Charities was established in 1867. The Board at first was given very little equipment for the work it was expected to do. The first secretary, Dr. Charles S. Hoyt, whom many of you knew, was interested and capable, but the Board had no stenographer or inspectors and the Commissioners met many discouragements in their work. It was almost impossible for the Commissioners to cover the field. The visits made at the time William P. Letchworth was president disclosed the presence in the almshouses of young children, feeble-minded and insane persons and delinquents, and others who represented the whole range of dependency: It was found that as a rule the superintendents of the almshouses were not caring properly for the aged poor committed to those institutions, and that good care was interfered with if not made impossible because of the presence in these institutions of the classes first mentioned.

The State Board at once began a campaign for the removal of all the children from the almshouses; Mr. Letchworth, Mrs. Lowell, and their associates aroused the public to the cruel wrong done to helpless children by their retention in almshouses, and after several years' work a law was passed providing that no children should be kept in the poorhouses.

Another movement the Board was deeply interested in was the effort made by Mrs. Lowell to secure the establishment of a woman's reformatory. As she visited the poorhouses, she met young women who were there exposed to terrible wrongs. It was years before the Board, public opinion and the press fully agreed with her views, and with their coöperation the first House of Refuge for Women was opened at Hudson, I think in 1887. Two others at Albion and Bedford have since been established, and the laws now require that delinquent women shall be sent to these reformatories and not to almshouses.

A third effort to improve the almshouses was by the removal of the feeble-minded and idiotic inmates. That succeeded by the adoption of the principle of State care for these unfortunates, and the opening of the State asylums at Newark and Rome for their reception. Mrs. Lowell was the leader in this movement also. The insane, as you are all aware, have been sent to State asylums for many years and are now inmates of State hospitals for the insane; they have, I believe, all been removed from the almshouses. Mr. Kirkbride, who will follow me, will tell you of the far-sighted arrangements the State is making for the care of the feeble-minded of the metropolitan district and river counties in the new State institution located in Rockland county, to be known hereafter as "Letchworth Village."

The organization of your own convention brought into the field a most useful reformatory agency. The first convention of the county superintendents assembled in 1870, and I understand you have held your convention annually ever since with a steady increase in membership and power for good. It is evident from the personnel, large attendance and enthusiasm of this convention that your beneficial influence must be far reaching upon the administration of the almshouses of the State. You have here a forum where you can exchange experiences among members from all the counties, from Richmond to Erie; it is a conference where you can form acquaintances and friendships with fellow-workers, and one which should interest and receive the attention of the press and prove a very valuable agent for reform. I am glad to be with you to-day and to see the convention at work, and it will be helpful to me in my work to have taken part in yours.

When the State Charities Aid Association was organized another useful body was added to those already actively interested in almshouse administration. The association, although not incorporated until 1880, began work in 1872, two years after the organization of your own convention. The association was incorporated "to do work in the State, and in particular in the State institutions and the poorhouses and the city almshouses." From the beginning, its work has been done mainly by volunteers who were ready to help in securing improved management of these

institutions. I number many friends among the members of the State Charities Aid Association and I am glad to tell you how highly I value that organization and the good work it has done. We of the State Board of Charities always feel that the aid of this convention and of this association will and shall be given to us whenever needed in the public interest, and we earnestly desire a good understanding and coöperation with you all in our beneficent work. The State Charities Aid Association has hundreds of volunteers enlisted and at work in the State, and I am glad to see one of the most experienced of them, Miss Vida Clark, with us here to-day.

The fifth and last of the organizations which have contributed, as I think, to the improved conditions in the almshouses, is not a separate one, but a subdivision of the State Board of Charities. By the Constitutional Convention of 1894, the Legislature was directed to provide for general visitations and inspections by the Board. The Constitution also directed the Legislature to make ample provision for the Board to do its work. At that time, with only two employees it was not possible to go all over the State and make regular and frequent inspections of almshouses and the many other charitable institutions, public and private. Little by little, however, since 1895, we have succeeded in obtaining from the Legislature larger appropriations for our staff until now it has been greatly increased, and we have organized as a subdivision of our work, the Department of State and Alien Poor, of which Dr. Robert W. Hill, now our secretary, was one time the head. You will, I hope, agree with me in thinking that this department has been helpful in every county and to every superintendent; we should be disappointed if it were otherwise. Under Mr. William C. Rogers, who succeeded Dr. Hill as its chief, the department has now several almshouse inspectors who visit the institutions at least twice a year. The State Board desires to help you in your work and the inspections which are made in compliance with law are intended to be beneficial. The inspectors, in their reports to the board, furnish it with much valuable information, and the reports are so generally favorable that I am able to say that, in the opinion of the Board, the almshouses of the State are now in a better condition than ever before, and that many important improvements and new buildings have been contracted for.

I have been talking to you about aids to progress in almshouse administration, but these have applied only to what may be called the surface conditions. These conditions must, of course, be considered, but beneath them all lie the fundamental causes. Dr. Hill said to-day that there are about 200,000 persons sleeping to-night in the public and private charitable reformatories and penal institutions of the State. In the ideal America, and I hope the America of the future will be ideal, we shall not build so many great charitable institutions; for we shall have provided for the alleviation of present needs, and have ascertained the causes of pauperism and crime, and will have successfully attacked the causes of the evils which now make the building of so many institutions seem necessary, and our concentrated efforts will in the future have applied efficient remedies to our social diseases and finally cured them.

Many conditions of to-day are deplorable; think of fifty thousand children living in foundling asylums, orphan homes and juvenile protectories. Why is this the case? Partly because of the ignorance of fathers and mothers who do not know how to bring up their children. Physicians tell us that many children become blind, or deaf, or deformed, and thus permanently disabled for life, for the want of some simple precautions or remedies promptly applied when needed in infancy.

Another aspect of this problem,—and Mrs. Lowell has laid great stress upon it,—relates to “the living wage.” I recently read a paper written by her and soon to be published, in which she speaks most wisely and forcibly on the subject. She laid down as a principle the proposition that every one should be reasonably paid for his work, and that a reasonable wage was one which would provide a man and his family with the necessities of life, and also enable him to lay by something for sickness or old age. She maintained that if labor is not paid such a wage, it receives a “dying wage,” and it will not be possible for the father to keep his family together and prevent his children from swelling the census of our charitable institutions. Let us, therefore, so far as we can, see that wages are leveled up until they become “living wages.”

In one of her papers, Mrs. Lowell cited the case of the bricklayers in New York City who are contented and happy and do not go out on strikes, because they have a binding agreement with the builders which provides that they shall get good pay for their labor; I think it is fifty cents an hour for an eight hour day's work, which makes their wages about four dollars a day, living wages. Let us all remember that it is wiser and really cheaper in the end to pay a living wage and have workingmen comfortable and happy, than to pay starvation wages and thus force them to become dependents.

Another source of trouble as is well known, is alcoholism. There seems to be a wave of righteous indignation against the drink evil now breaking all over the country. I am not a teetotaler. Don't mistake my meaning, but we must recognize that drunkenness is an evil, and that it also sends its victims in thousands to our hospitals and asylums, and perpetuates misery in many forms.

Still another deadly enemy to be fought is tuberculosis, which takes such heavy toll throughout our land. Many homes are broken up because of the ravages of this disease, and we are now making a magnificent fight to suppress it. People are beginning to understand that while this is a contagious disease it is preventable, and that although it is one of the most potent causes of poverty and distress, it is avoidable and even curable if taken in time. For this reason tuberculosis should be fought with all the means in our power. The outlook for final victory is exceedingly hopeful now, and it will surely be won if the people do their part.

And now I have come to the end of my informal little talk. It gives me a great deal of pleasure to be with you, to look into your faces and see the many evidences of the deep and intelligent interest you take in the important subjects before your convention, and I thank you heartily for the patient attention which you have given me. (Applause.)

THE PRESIDENT:

The discussion of this subject will be opened by Mr. W. W. Collins, of Newburgh.

MR. COLLINS:

Mr. President, Ladies and Gentlemen.—I think this convention can congratulate the chairman of the committee on topics, that he has made it possible for us to hear such a splendid address as that just given by the President of the State Board of Charities. It is my recollection that it is the first time we have ever had the president of that Board with us.

I am supposed to start this discussion on the "Administration of Almshouses."

I remember back, some years ago, the visit of Doctor Hoyt at the beginning of my administration, and I think I always owe him a debt of gratitude for the kindly advice he gave me at that time. If I have made a success of it I owe it to him.

Mr. Stewart speaks of the inspection of almshouses. The law gives the State Board of Charities the right to come and inspect our institutions,—and I think, right here, the superintendents of the poor welcome the inspector, but we would rather have him come to the front door, than to come to the kitchen and then come and tell us he is there. I just make this as a suggestion.

We are trying to do what we can.

Speaking of the almshouses now and twenty years ago. There is no man that knows anything about it but who will say there has been great advancement. I can remember back at the beginning of my term in office, in visiting other institutions; there is no comparison whatever. We have better service, better food, and it is better prepared; we have better service in every way. We owe the State Board of Charities much for their hearty coöperation with us in working with us. It is through the hearty coöperation of both bodies that we have reached the standard we have to-day. I hope that we shall have greater progress; that our tuberculosis patients will be separated from our other patients; and give them better care and make them a more happy family, and that, in time, we will have separate rooms to take care of the families in, and that it will be our business to take care of the old and infirm people.

There are a great many perplexing things about taking care of the poor. We are trying to make progress. We are trying to make a success of it; to make a place where respectable old persons can sit down by respectable old persons and have a decent

meal, and have a place where we can put the undesirable ones by themselves. All these conditions exist in the almshouses. We can separate them, and have the more intelligent with the more intelligent. We are all working to obtain that end, and I think, in time, our almshouses will be equal, if not superior, to any in any state in the Union. I don't know but that they are now, Mr. Stewart.

MR. STEWART:

They are. Doctor Hill told me to say it and I forgot it. (Laughter.)

MR. COLLINS:

The Doctor doesn't generally forget — and I want to say — to go back again to the superintendents of the poor — back of them are the boards of supervisors, and back of them the board of assessors. They furnish the money and we furnish the idea, and we must be good. If you want a detached hospital you must go to the board of supervisors and the board of assessors. They furnish the money; and back of them are the people. We are building a hospital in connection with our building whereby we can take care of our bedridden people, but not separate; perhaps the detached one would have been better. We have not yet come to the steam laundry, but possibly if we live long enough in office we will have one.

I want to say to every Superintendent of the Poor and every Supervisor and every Commissioner of Charities — get up and speak your little piece. That's what I did to open this discussion. (Applause.)

THE PRESIDENT:

Gentlemen.— The convention is yours for a few minutes; I would like to have anybody get up and have a discussion of this question. I know there are lots of good talent here to discuss this matter.

DR. HILL:

Mr. President, I desire this convention to believe that the things which have been said to-day by the President of the State Board

of Charities come from his mind and heart, and voice the observations and experience of a man who has been giving unselfish attention and service to the charities of the State for over twenty-eight years. (Applause.) It is pleasant to see that you all recognize the patriotic public spirit which has prompted President Stewart to devote himself to the welfare of the wards of the State for so many years.

He did not tell you in his address that the almshouses of this State are, as a rule, better than the almshouses of other states, but I am glad to stand before this convention of the County Superintendents of the Poor and state that, in my opinion, based upon visitations to the institutions in so many of the other states, we have in New York almshouses superior to those elsewhere in the Union, and that looking at the administration of charitable institutions, New York is ahead of other states and can be fairly said to lead in all matters which enter into the proper care of the dependent poor.

One other thing I may say here. We date the annual convention of the Superintendents of the Poor back only thirty-nine years, but newspaper records which we have in the State show that there were conventions of the superintendents of the poor six years before that time, that there was then a brief interregnum, since which New York State has held an annual convention of the superintendents in each of the thirty-nine years following that interregnum. To obtain the correct date of the first annual convention, we must go back to a time preceding the organization of the State Board of Charities, and we shall find that the County Superintendents of the Poor were then earnestly at work in a State convention endeavoring to solve the problems of the administration of public charity. The interest which these public officers of nearly two generations ago took in the welfare of the poor committed to their charge greatly influenced the movement which finally led to the organization of the State Board of Charities by the Legislature of 1867. I am glad that this convention had such an honorable historical past.

It is unfortunate that the full records of these earlier conventions have disappeared, for the loss of the records enables the State of Massachusetts to claim for itself the oldest official con-

sultive organizations of public officers devoted to the care of the public dependents and other poor of any state. If we had preserved the earlier written records of these official conventions, and maintained the organization continuously, the State of New York would be seen clearly to antedate Massachusetts in this matter, and our original minutes of proceedings would then show to historical inquirers that in the organization of public officials to better the conditions of the poor, New York State was the real pioneer.

But whether conceded to be the pioneer or not, New York has been setting the pace for the other states, and it is due in great part to the County Superintendents of the Poor that this State has made so much progress in almshouse administration and that other states write to New York as the final authority and ask not only for assistance in the preparation of the plans of the county almshouses, but also for copies of the laws which govern our methods of poor relief, and for other information in regard to allied social problems.

Again let me say in conclusion that I am glad the President of the State Board of Charities was able to come here to-day, and you may be assured he has always had a deep interest in this convention, and that through all the years, so far as he could and so far as the State Board which he represents could, his efforts and that of the Board have been constantly to assist the public poor law officers in the discharge of their official duties. (Applause.)

MR. LODGE:

Mr. President, allow me to say that it seems to me a matter of great congratulation, on the part of the State of New York, on the advancement they have given in the care of the sick in our almshouses. In my short administration the change has been rather marvelous in regard to Monroe county. When I first entered the work the only arrangement we had for the care of the sick was the upper ward in the almshouse, without a paid nurse — without a paid attendant to care for them. During my administration that has been changed to a hospital of 200 beds, well planned, well lighted, well ventilated, with 20 orderlies, and paid nurses to care for the sick, and we have a hospital with all the real appliances; an

operating room, fitted out with everything that is necessary to care for any sick person.

Now, we all know that when some particular friends come to us and say that "such a nice, old, sick person needs to come to your county hospital,"—before we had all these changes, with a sense of misgiving we would tell them they could be brought to the county hospital and be visited by their friends, with the knowledge that we could not do them justice, and give them the proper care. Now, it is all changed. We can say, with a smile, "Bring them right in, if they have no one to care for them. We can give them as good care as any hospital in the city."

That seems a most wonderful improvement in so short a time; and to the supervisors, who have no county hospital, I would like to urge you to get back of your superintendents of the poor, and create a sentiment in your board to provide them a hospital of more or less capacity, as is necessary, where you can give regular and expert hospital care, so you may have all the advantages needful to them in their extremity.

THE PRESIDENT:

Ladies and Gentlemen: It gives me great pleasure to introduce to you the Honorable Franklin B. Kirkbride, who will speak to you of the "Letchworth Village."

MR. KIRKBRIDE:

Mr. Chairman, Ladies and Gentlemen: It is always a great pleasure to me to meet public officials —

THE PRESIDENT:

Just a moment, Mr. Kirkbride: There is a telegram here for Mr. John Taylor, if he is in the room. Pardon me.

MR. KIRKBRIDE:

I never enjoy meeting any class of men more than the men who are doing governmental work. One reason for this is because shortly after I left college I entered the employ of the government, and in consequence had a good opportunity to

learn something of the machinery of the Federal government. I later served as a watcher at the polls; afterwards I degenerated into an election officer; and during the ten years that I acted in this capacity, I had some of the most interesting days of my life. I always thought that I had kept my election district straight; but, towards the end, some of my reform friends claimed they could keep it straighter. So I agreed to drop out. I had, however, the satisfaction of having them come back to me and admit the task was harder than they thought.

A day or two ago there fell into my hands a copy of your Thirty-third Annual Transactions. The first name I saw was that of Mr. Letchworth, who, I found, was very active in the early years of your organization. Then I came upon a series of resolutions, which you had passed in regard to my colleague, Hon. William R. Stewart, but I fear if I should tell you what I think of him and of the splendid service he has given the State, he would tell me as he told Doctor Hill 'to sit down.' In the same Transactions I also found the name of my 'long-suffering' friend, Dr. Hill. He has suffered from me in the last two years because I have not had '28 years experience' in the charitable work of the State.

I have, however, during the past two years taken part in a piece of work which directly affects every one of you.

A member of the Charter Revision Commission was talking to a member of the Legislature; and they were discussing the proposed charter for New York City. The assemblyman finally said: "That charter is a good thing, but it has just as much chance of passing this Legislature as a dachshund with tallow legs has of catching an asbestos cat in hell."

Now, I have told you that story because what seems impossible to-day, happens to-morrow. And when it has taken place we do not consider that anything remarkable has happened; we take it as a matter of course.

Let me tell you very briefly the history of Letchworth Village — two years ago, a distant hope — to-day, an assured fact.

You, all of you, long ago realized that there is insufficient accommodation for dependent epileptics and for the feeble-minded in New York State. I found in the report of your Thirty-third Annual Conference a statement made by Mr. Long, who was then

your President, that there was a lamentable lack of such accommodation, and your convention went on record as supporting an effort to increase the provision for these dependents.

In 1907, Governor Hughes appointed a commission to select a site for a new institution for the feeble-minded and epileptic in the southeastern part of the State. The law directed that the site should not exceed five hundred acres in extent, and required our commission to make an investigation of the number of dependent defectives requiring State care.

Every one of you knows how difficult it is to get patients into Craig Colony or the other State institutions.

Our Commission very soon became thoroughly convinced that a site of five hundred acres was entirely inadequate for the new institution, and we accordingly proceeded to select a tract of land of two thousand acres. Some people thought we were exceeding our authority in making such a recommendation to the Legislature, but there were the facts—all the State institutions overcrowded, with long waiting lists, an immediate need for an institution much larger than a small site could accommodate;—and there was no getting away from these facts. Then followed an intelligent discussion, participated in not only at Albany, but all over the State. The Legislature appropriated the money for that two thousand acre site, and to-day the State owns in Rockland county a tract of land which is exceedingly beautiful and well suited for the purpose for which it was bought.

If it were not for the fact that I have not entirely recovered from the overwhelming statistics we have heard about Jefferson county, I should like to say something about the advantages of Rockland county. All I can say is, when you go to Rockland county, go to the site of Letchworth Village, Thiells post office: I think you can get there nearly as good a meal as you can anywhere in Jefferson county, and I even think your Jefferson county cheese will taste better there than it does at home.

The State of New York has accepted the theory of State care for dependent defectives, but we are not altogether living up to that theory.

I asked Dr. Hill if he would be good enough to let me have some figures, which I am going to read you; and Mrs. Tenney has prepared a statement which shows the amount spent during the last year by the counties of the State for the support of epileptics and feeble-minded. You all know the facts for your own counties. But, do you know that you collectively, during the last year, were caring for almost two thousand cases which should have been in State institutions, and during the past year there came out of the county treasuries over \$400,000 for that purpose? This really is the crux of what I have to say — the question of who should foot that bill; should it come out of the State or the county treasuries?

Superintendent Collins asked me this morning how soon he could get the feeble-minded and epileptics, now in his care, into Letchworth Village. I told him it depended entirely upon him. Letchworth Village can take patients in twelve months, eighteen months, two years or five years from now; the length of time will depend entirely on how much the people of the State of New York want to have this institution opened and how well they are satisfied with present conditions. I know they are not satisfied.

There are to-day long waiting lists — Dr. Shanahan can tell you of the lists of those waiting to get in at Craig Colony. If every county superintendent of the poor here to-day will inform the people of his county of the facts, and will go to his senator and assemblyman and interest them, show them the needs of his county, and tell them that the next Legislature should pass adequate appropriations for the construction of this institution, then I believe that, in a comparatively short time, Letchworth Village will be ready to take in all the epileptics and feeble-minded who are to-day in your almshouses. The State has secured a site which is large enough to care properly for at least twenty-five hundred patients. It is in a country district where additional land can be obtained if needed, and it will be possible to place groups far enough apart to secure adequate classification and segregation.

While I am talking from the standpoint of the State's needs, do not think for a moment that I see only our shortcomings. I

believe the State of New York is doing a great work in the care of her dependents; and I believe that Letchworth Village is going to be for the care of the feeble-minded just as great an object lesson as Craig Colony has been and is for the care of epileptics.

Mr. Stewart, in his admirable address to this convention has spoken of tuberculosis, and I want to say just a word in that connection before I sit down.

We are coming more and more to differentiate between different types of charity. We are realizing more and more the value of preventive work.

We are realizing that if we are going to stop the ravages of tuberculosis — we must not only treat it in the incipient stage, but must remove the conditions under which it flourishes.

And so with defectives. We must do all in our power to prevent the birth of defectives, and the first step is to segregate the feeble-minded now in our almshouses and at large, in colonies such as Letchworth Village is going to be.

We must get at the child, and the child must be cared for and guarded and trained so that, as nearly as possible, it will become self-supporting. We must bring out the best that is in the child, and the State must have the right to keep the feeble-minded in these colonies all their lives. In going over the books at the Newark asylum, I found that 16 per cent. of the feeble-minded women there had given birth to children before their admission. We are paying, in our almshouses and other institutions, for the support of those children. We must realize the necessity of making adequate provision for the defective, and I hope, when each one of you goes back to his home, that you will talk frankly to your neighbors of our duty to the defective, and make them appreciate the vital importance of this problem. (Applause.)

THE PRESIDENT:

Are there any remarks on this subject?

MR. WEISZ:

I desire to offer the following resolution on behalf of the Committee on Legislation: with your permission I will read it:

WHEREAS: The Legislature in its wisdom has placed upon the statute books of the State a law creating Letchworth Village for the care and treatment of defectives; and

WHEREAS: The Legislature has appropriated the money for the purchase of its site, and for certain preliminary improvements necessary to the establishment of said Letchworth Village, in Rockland county, and

WHEREAS: The crowded condition of the several State institutions for defectives demands prompt attention, and it is essential that this organization make an appeal to the Legislature and to the Governor for an appropriation sufficiently large in amount to enable the commission—or the management when appointed—to proceed with the reception and maintenance of patients; therefore be it

RESOLVED: That the County Superintendents of the Poor of New York State, in annual convention assembled, do hereby earnestly request the Legislature to make the necessary appropriations for the organization of said Letchworth Village, and for the care, treatment and maintenance of defectives therein, and that, at the session of the Legislature to be held in 1910, at least \$500,000 be made available for the commencement of the construction and development of said village, and that, as soon thereafter as possible, further provision be made for its completion and the reception of inmates.

C. E. WEISZ,
W. W. COLLINS,
E. P. DUNAWAY,
D. C. GRUNDER,
Legislative Committee.

MR. WEISZ:

I move its adoption.

MR. LODGE:

I second the motion.

This motion as put by Mr. Weisz and seconded was carried, and the resolution adopted.

MR. WEISZ:

Mr. President.—With your permission I would like to offer another resolution.

RESOLVED: That this organization endorse and pledge its support to the proposition for the establishment of a labor colony for the detention, reformation and instruction of persons convicted of vagrancy, habitual drunkenness and the violation of those sections of the Penal Code essential to the abolishing of vagrants and tramps.

MR. WEISZ:

I move its adoption.

MR. REDMOND:

I second the motion.

This motion was put by the President, and carried.

PRESIDENT:

The next on our program is a paper "The Dietary and the Cost of Food," by Miss Helen L. Johnson, Professor of Economics, Rhode Island State College.

MISS JOHNSON:

Mr. President.—There are several ways in which to present the subject of the Dietary and the Cost of Food, for there are many factors involved which might be discussed at length with considerable profit, but the practical has been selected for this paper.

The question is, "How may the Dietary be Improved under Present Conditions?"

In general, the great proposition confronting the people everywhere to-day is, "How can I live with almost every necessity of life constantly becoming dearer?" These are the facts which

confront us. In this country there are now nearly 90,000,000 of people, and the failure to properly conserve our vast resources has raised the price of the prime necessity of life, the food stuffs, to a prohibitive limit. It makes not the least particle of difference how this condition has come about so far as coping with it is concerned. Persistent neglect on the part of the farmer; extensive in place of intensive methods of agriculture, all wasteful use of resources, particularly that of the soil, are instruments in lessening the country's greatest capital, the efficiency of its workers. For, in spite of the enormous wealth and extent of the country's prosperity, and the fact that year before last the agricultural products amounted to more than \$7,000,000,000, the country is not producing enough to enable the working man to buy sufficient food at prices he can afford to pay. This means, first: a lessening of physical stamina, of ability to work; then the rearing of the children who are below the average physically and mentally, therefore, oftentimes morally, followed by one or more members of the family becoming in some way the care of the State.

At the present time there are several kinds or classes of people for whom the State must care. Undoubtedly in years to come, preventive methods will be used far more extensively than at present, and the Federal and State governments will more and more definitely dictate the lives of people in regard to those hygienic and sanitary matters which prevent sickness, premature loss of physical ability, deformity of mind and body, and crime. For the real problem is the conserving of life. Conserving resources is but a means to the larger end of fuller, better, larger, truer, more healthy living.

The poor, however, will always be with us. The pace in the industrial world is ever swifter, and more and more fall by the way. Even the best industrial conditions leave wreckage in stunted, maimed and deformed lives. As land values and taxes and materials of all kinds increase in price, even while wages increase also, living becomes more difficult and the poor man more frequent.

The inquiry of this paper relates to but three of the many classes that might be considered, and, in detail, to but one; to the

children in the orphan asylums, patients in insane asylums, and, more especially, to those, who, through misfortune or their own carelessness or ignorance, have been taken into the almshouse. in the majority of cases there to spend the last few years of their lives.

The problems presented by these three classes differ in several respects, but are alike in that the State demands that each class shall be cared for at the lowest possible expense to the taxpayer.

It is quite human, probably quite proper, that taxpayers should feel less inclined to acquiesce in large appropriations for the care of almshouses than for the maintenance of orphan asylums. The children represent a possible asset, while the poor old people are but an expense.

This is not the place to discuss the ethics of the situation. While even such an every-day necessity as food has its ethical, sociological and psychological aspect, the physical is the one before us to-day: How to improve the dietary without perceptibly adding to the expense account, or on the amount that has been appropriated for maintenance for the last ten, fifteen or twenty years.

Now, I wish to say that, generally speaking, where the appropriation is no more than it was ten years ago, probably no improvement in the dietary can be made. In some cases it is astounding what results are being accomplished on such limited sums; in others great improvements could probably be made on the sums on hand. But here is the situation.

The following facts are taken from the Atlantic Monthly for October, 1907:

"At the end of June, 1907, statistical tables, through which is struck a rough average of the prices of all commodities used in every day life, showed that the cost of living stood, on that basis of reckoning, at the highest level in more than thirty years." The average obtained from these so-called 'index numbers' showed that the increase in cost of those articles which make up the daily necessities of life, food, clothing material, wood, hardware, coal, household utensils, etc., had increased $13\frac{1}{2}$ per cent. since the beginning of 1907; $24\frac{3}{4}$ per cent. since the middle of

1906; 36½ per cent. since 1905, and no less than 56 per cent. since the end of June, 1897, ten years before this compilation was made. This amazing statement is confirmed by the Bureau of Labor reports. These show that in 1907 retail prices of food alone were 4.2 per cent. higher than in 1906; and that in December, 1907, prices were 25 per cent. higher than the average for the ten-year period previous to this. These reports were compiled from staple articles only: flour, cornmeal, potatoes, milk, meat, etc. Take this as a first statement to be recorded; that in 1907 the cost of food had increased 25 per cent. since 1897.

Now, in November, 1903, the Bureau of Labor published a report on the cost of living, compiled from the budgets of 2567 families whose average income was \$827.19 per year, or \$2.29 per day. This, of course, is a fair wage, and it may be a surprise to you to know that this amount of \$800 is taken because investigations have proved that families living on less are almost invariably underfed. This is the efficiency wage, so to speak. The families of these wage earners averaged 5.31 persons, whose average cost of food was \$61.70 per year, or about seventeen cents per day. This, at that time — 1903 — was taken as the average amount required to adequately feed a working man and his family. This statement needs to be clearly understood. Seventeen cents a day for an average family of 5.31 persons means ninety cents a day for food, or about \$6.31 a week, and, adequately, means that each and every member of the family has had sufficient food in kind and amount to enable them to perform their work efficiently. Where the food is inadequate in kind or quantity the members of the family, particularly the workers, become inefficient. Then their wages decrease, or, being poor workers, they are readily spared when trade depression or the time for decreasing help of all or certain kinds arrives. The struggle is sometimes prolonged, sometimes short, but the underfed ones, soon after they are deprived of work, become public charges. It is a known fact how much more readily they become dependent the second time, and how quickly this condition may become chronic. The food supply of a people is its working asset. Working power of any kind is alone supplied through the energy obtained from food.

In 1903 it was proved to cost seventeen cents daily for sufficient food to keep a man in good working condition. In 1908, five years later, Professor Chittenden, of Yale, one of the best known authorities in this country on the food question, gave to the New York State Conference Standard of Living Investigation, as his opinion, based on his estimates made from New York City budgets, that twenty-two cents per day per person was the lowest amount on which an adequate supply of food could be procured. This is \$1.54 per week, as against the \$1.19 of 1903, and coincides with the last report of the Standard of Living Committee of the New York State Conference of Charities to the effect that \$1.50 per week for food for an adult man is the least amount on which physical efficiency can be maintained under ordinary circumstances. This is an increase of 20 per cent. in five years, and it makes no difference who buys the food, the wage earner or the State, or whether it is purchased for private family, orphan asylum or almshouse, the fact remains that the prices of the staple articles, those upon which the laboring man or the State institution must rely for sustenance, have increased at least 20 per cent. in the last five years.

It has been impossible in the time at my command to get enough comparative data from State institutions to give the increased cost of maintaining them during the last ten years, but I believe those present will confirm the very conservative statement that the cost of maintaining any household, private or public, has increased at least 30 per cent. in that time. It would not be an exaggeration to say 50, but the conservative thirty is sufficient to prove that where the appropriations have not been increased during that time, the county is not providing as adequately for the needs of its dependents as it ought. Where \$5,000 was sufficient to care for an almshouse ten years ago, it is nearly a thousand dollars, at least, too little to care for it now. And it will be two thousand dollars too little to care for it soon if the tariff makers have their own way. Flour, the staff of life, has increased two dollars a barrel in the last two months, and the price of meat has soared beyond the wildest dreams of avarice.

It perhaps should be stated that the almshouses cannot be construed into ordinary circumstances where orphan asylums should

be. The ordinary circumstance is the working man's life, the day laborer, but a proper proportion should be established. It costs proportionately more to feed groups of five or six on the same foods, than fifty to one hundred or more. The astonishing figures published about some places are, in a measure, due to the large numbers involved — groups of a thousand or so. But it being proved that under existing circumstances it costs a work-ingman twenty-two cents per day for proper food, certainly it is a perfectly fair assumption that ten or twelve cents per day per person is required in an institution. In regard to the orphan asy-lums, the children there have to be fed with the definite end in view of their future welfare. The cost has to be reduced to the minimum demanded for proper feeding, but this is for efficiency. These children are growing and going to school, and for the good of the State their proper mental and physical development should be strictly attended to. If the State cares for them properly during this stage of their growth, it may save itself from further expense in their care at another stage.

I have here the cost of food from several places in the State. In one the cost of maintenance, inclusive of salaries, clothing, food, etc., is \$1.34 per week per capita, or about nineteen cents per day. Allowing food as one-third of this it means about six and one-third cents per day. This of course does not include those articles produced on the farm, which would increase the cost if purchased, but are not computed in this, yet do add ma-terially to the dietary. Neither does it take into account those food products produced on the farm and sold for the sake of in-creasing the revenue of the almshouse. There are places where this is properly done and undoubtedly; without depriving anyone of the food he or she should have; but there are other places where it deserves censure. Green vegetables in large quantities, butter and milk are necessities to the physical well being of young or old, and where butter is made and sold rather than given to the inmates of an institution, it is a shame to the State. Where this is done it does not increase or decrease the cost of the dietary; it merely means deprivation to the inmates and an increase of revenue relieving that county in some small measure.

The authority of any standard food cost may be questioned, for, not only does it vary with time, place and circumstance, but the factors are too definite. The fact is that the result does not depend upon the money expended alone. This can be shown by comparative data of several places of the same kind. I have cited one place where the average cost is six and one-third cents daily, but I cannot find that the bills of fare or quality of the food vary materially from other places costing from eleven to fifteen cents per day per capita. In fact, in one place the food for one almshouse where the cost is about twelve cents daily is as ample in quantity and quality as for the orphan asylum in the same city where the cost is double. Ten years ago this six and one-third cents per day was probably enough; eight years ago it might have been, even five years ago it was not an impossible sum, but to-day it is not adequate to properly feed even these old people who do not demand the sufficiency diet, but need that food which will keep them from undue pain and weariness, sickness and debility or too great unhappiness in the last years of their life. Old age requires less food, but it requires certain kinds of food if the old people are to be kept in proper physical condition.

The inevitable changes which slowly occur in the body render the circulation less active and digestion less vigorous. This means that while the body demands less fuel for energetic action, it requires sufficient energy-giving material to keep up the fires of life, so to speak. All energy in the form of heat or work is primarily produced from food, and the well fed man will withstand cold as the underfed man cannot. Because the digesting apparatus, from teeth to intestines, is losing its power, the food must be given in a more digestible and assimilable form than is required in active living. This means that the coarse food, which of necessity has to be used in an institution of this kind, must be so prepared that the digestion of it may be easy. It is not enough — it is never enough, that decent food in proper quantities be purchased, it must be palatable food in digestible conditions when eaten. And this depends upon the cook. To whatever extent the inmates must be used for labor about the

house, the planning of the meals and the direction of the cooking should be in the hands of someone who knows how, and knowing how means a certain kind of knowing. It means knowing by training what kinds of food should be put together. If cornmeal mush and syrup have been served for breakfast, why sausage should not be served for dinner; why butter or gravy should be served when supper consists of some fruit, sauce, bread and tea. It means knowing how to cook the food so that the greatest amount of nourishment may be obtained from it, and to be able to direct the cooking so that the tough portions of the meat may be served in a proper condition to those whose power of mastication has well nigh been lost. It means knowing why meat should simmer and not boil, and how to accomplish it; what braising means and why and how it should be done. It means understanding different methods and the results to be obtained from each.

Fireless cookers have recently come into great vogue. Now, fireless cookers mean merely some kind of a receptacle for retaining the amount of heat a food has absorbed by cooking for a limited time over a fire. It is usually some air tight kind of a receptacle surrounded by a non-conducting material; the first made were called hay boxes and were boxes in which the can or pail or pan containing the heated food was put and surrounded by hay. Such a cooker saves fuel and labor, but usually the thing cooked in this way has retained all of its flavor as well as nutriments. There being no evaporation there is little or no loss. Cereals which invariably need long, slow cooking, much longer than is usually given to them now in any kind of household, can be heated to the boiling point on the fire used for getting supper, then placed in the fireless cooker where they cook steadily and slowly all night, and will be found thoroughly and palatably cooked for breakfast when that time comes. Cornmeal mush, which needs hours of slow cooking and much watching when put on the stove, can cook all day in such a box with the desired result in digestibility. Perhaps here is the place where a word should be said about the great necessity of the proper cooking of starches in both orphan asylums and county houses, where the young and the old are fed. Raw or even par-

tially raw starch cannot be digested, but causes many intestinal troubles, and in a partially uncooked state does not wield the required amount of nutriment. The time stated on the boxes of the prepared cereals is never enough, and in general should be multiplied many times, particularly where children or young people are to be fed. Dried fruits and vegetables of all kinds can be cooked in the fireless cookers with most satisfactory results both in flavor and digestibility. Meat, which when boiled in the usual manner, is unsightly to look at, deprived of all flavor, rarely rendered tender, but toughened or made stringy, comes out of the fireless cooker cooked to pieces but with all the flavor and nutritious qualities retained. This is the kind of cooking, the kind of knowing how that is necessary in these places. Only good cooks simmer, not boil.

Now, fireless cookers can be made by the boys of the orphan asylums or the men of the almshouses, and, properly used, they should save fuel as well as food. The Aladdin Ovens are much the same kind of a contrivance where the heat is produced and maintained at a very low temperature by an oil lamp, so regulated that it cannot smoke or raise the heat unduly. These contrivances should be of assistance in institutions of this kind.

In planning the bills of fare several things must be considered. In the first place the proportion of animal to vegetable food should not be more than one part of the former to three of the latter. That this in general is not the case can be found by a study of the institution bills of fare. In almost every case meat is used in excess, in just the same way that it is used in the majority of private houses and probably for the same reason. People always think they have more to eat, are better fed when they have meat, and there is a sense of satisfaction produced by it not apparently secured by the eating of any other thing. There is a general and a growing tendency to reduce the using of meat, and the packers may be unconsciously helping in hygienic living for many people. There are sanitariums where no meat is served; there are hospitals where the amount is lessened yearly, and households where it might well be. If it is better for ordinary people leading fairly active lives to eat meat but once a day, it is surely better for old people leading seden-

tary lives, oftentimes unavoidable by reason of infirmity, in any institution. Meat costs more than other things; it is, in general, more difficult to cook well; when poorly cooked it is more difficult of mastication, and its nutritive value may be partially destroyed by the method of cooking. The inspector, in visiting some of the almshouses, recently suggested that more eggs be used. Now, there is a rule in small households that eggs cost less than meat, even at forty cents a dozen, and this can be proved to be true, generally speaking. But this is one of the places where multiplication does not lessen cost. The price of eggs seems to be prohibitive, yet, if the meat were cut out of the dietary to the extent suggested by the bills of fare to be given, it ought not to be an impossibility to occasionally substitute eggs if purchased when cheap. And they are superior to meat for the feeding of proteid to the generality of people.

The bills of fare of an almshouse or orphan asylum should be made up from bread made from good bread flour; porridge; well cooked cereals; puddings of rice, tapioca, cornmeal, flour, etc., thick soups or purees of vegetables — that is of beans, peas, carrots, onions, potatoes, etc., vegetables and dried fruits; with meat not more than once a day at most. The following bills of fare have been computed and can be served under existing prices for ten cents a day per person:

Breakfast:

Oatmeal, milk, bread and coffee.

Milk toast, coffee.

Creamed codfish, bread and coffee.

Rice, milk, bread and coffee. (Butter should be served with this.)

Cornmeal mush and syrup or molasses, coffee.

Bacon and corn bread.

Cracked wheat, milk, bread and coffee.

Hominy, milk or syrup, bread and coffee.

Suppers:

Prunes, bread and butter, tea.

Apple sauce, bread and butter, tea.

Cornbread, molasses, tea.

Cornmeal mush and syrup, tea.
 Boiled rice, bread and butter, tea.
 Rhubarb sauce, bread and butter, tea.
 Bread and milk. Tea if desired.
 Bacon and bread, tea.
 Boiled macaroni, bread, tea.
 Baked potatoes, bread, tea.

Dinners:

Mutton,
 Irish stew, potatoes, bread, tea.
 Carrots or onions.
 Beef,
 Beef stew, carrots, bread, tea,
 Onions.
 Fish,
 Fish chowder, potatoes, bread, tea,
 Corn in season.
 Pea soup, bread, butter, tea.
 Bean soup, bread, butter, tea.
 Corned beef, cabbage, potatoes, tea.
 Braised beet, potatoes, carrots or turnips, or onions, tea.
 Baked beans, beets or beet greens, or stewed tomatoes,
 bread, tea.
 Baked macaroni, carrots or greens, or onions or some vegetable,
 hash, bread, tea.
 Vegetable purée, bread, butter, tea.

There is sufficient variety afforded here if the planning of the meals is done properly. The bills of fare for the week should be written out and cost computed, so that substitutions can be made where required. One day may cost more than another, but it is the weekly or monthly average that counts. In winter the food should be what is properly called more heating, in summer the reverse. Nature has provided for that by giving us fresh fruits and vegetables when our systems require them most. Bacon, one of the most digestible fats, should be used as the cost permits. It should be possible for us to use boiled bacon and greens occasionally for dinner. Sausage in winter adds a

change and a relish to the dietary but cannot be reckoned as a particularly valuable food. Old people require relatively much more fat than others, the proportion for a daily ration for a working man being 56 grams, and for old age 68 grams, a considerable increase. They need the proteid reduced which calls for less meat, of course. The digestive tract in old people has lost its tone, its elasticity, and for this reason their systems require the vegetables and fruits. Green vegetables are somewhat laxative, but sufficient vegetable material is needed to give bulk to the food and therefore aid digestion. Rhubarb should be grown on the farms and fed freely to the old people in the spring.

Skill in organization, brains used in management, buying well, in large quantities, using everything, wasting nothing, watching the little foxes: these are the factors in the success of running any institution big or small. At the Charities Convention in Buffalo last week, Dr. C. F. Langworthy of the Department of Agriculture said: "The public owes it to the inmates of the public institutions to provide a diet which is wholesome, nutritious, well cooked, palatable and reasonably varied." It has been my experience to find no other persons more anxious to accomplish this thing than those directly in charge of the State institutions, but they cannot make bricks without straw, nor do that for which their training has not fitted them. There are many critics in the world, who, knowing little about these places, think little and say much. Those nearest say little and think much. Those in charge will undoubtedly do all in their power to improve conditions but they need help. They need help where the supervisors of a county have not appropriated enough to cover the necessary expenses of caring for the poor in the best, not the worst possible way. And where it seems to the food expert that the most help is needed is in the preparation and cooking of the food. Carelessness in preparation is wasteful, in handling is pernicious, and in cooking should be corrected. Good cooks cost money and there is no question but that the taxpayers would rebel at having the county houses run on the same plan as their home, but I believe there is a place for a trained dietitian or a sufficient number of them to spend an allotted time in each county house, coöperating with its superintendent and

matron, planning the bills of fare, showing where they could be improved or changed so that money could be saved, and directing about the cooking, teaching it if necessary. The preparation of the meals should not be left to that inmate who knows relatively the most about it, but be under the supervision and direction of someone who actually knows how.

THE PRESIDENT:

The discussion of this paper will be opened by Mr. D. C. Grunder, Superintendent of Allegany county.

Ladies and Gentlemen.—I wish you would stop and hear this discussion. I presume we will close the convention for the day after that.

MR. GRUNDER:

Mr. Chairman, Ladies and Gentlemen.—I have been very much interested in listening to the paper we have just heard, and especially that part which relates to the balancing of the ration.

I would like to call the attention of my good friend from Poughkeepsie to that particular part.

As regards the unfortunate poor in our county almshouse, I think that that part has been very ably gone over by Mr. Stewart and Doctor Hill, as to the conditions which now exist and which existed years ago.

As regards the question of cost, I would say, as regards Allegany county, I have never been restricted regarding the cost of the food at our county house; and I think I am safe in saying the same conditions exist through all the counties in New York State.

Now, with regard to the outside poor relief, the relief of the poor outside of our county house, I would be glad to read you the following requisition which was made by one of our outside constituents, that had been receiving help, and leave it to your consideration.

49 pounds F. C. flour.

49 pounds granulated sugar.

5 pounds whole rice.

10 pounds good butter.

- 1/2 doz. cans sugar corn.
- 1/2 doz. cans tomatoes.
- 1/2 doz. cans string beans.
- 1/2 doz. cans green peas.
- 1/2 doz. cans grated pineapples.
- 1/2 doz. cans red salmon.
- 1/2 doz. cans roast beef.
- 1/2 doz. packages of cornstarch.
- 1/2 doz. packages of None-Such mince meat.
- 1/2 doz. packages seeded raisins.
- 1/2 doz. bars Lenox soap. (That comes in right)
- 1/2 doz. bars of naptha soap, and so on.

Now, I think while those conditions exist, if those things are furnished, the poor are not in a very suffering condition.

MISS JOHNSON:

Mr. Chairman.— May I ask if they are furnished on that theory?

THE PRESIDENT:

Anything further on this subject? Perhaps Mr. Hitchcock would like to say something.

MR. SISSON:

Mr. Chairman.— Are we to understand from the lady's talk regarding the balanced ration that she has some particular ration to go by on the different food constituents that she feeds or supplies with food?

The balanced ration I believe—as far as feeding cattle is concerned—I am not very familiar with the feeding of human beings, except myself—there is not any particular ratio; if that is done you will find that certain animals—cattle or horses, that will do well on a certain ration, and an animal standing beside it, of the same age and doing the same work, will not thrive on that same ration. I expect that will hold as well with the human family. If any particular ration is used on the human family I think you will find a certain person will not be in good

health at the end of the feeding period — to use an expression —
MISS JOHNSON:

May I answer the gentleman? It seems to me that the only way we find those who are exempt from those things is by trying it on them; and in giving the inmates of any institution, or a family a balanced ration. You are quite right; while the balanced ration is by no means disappearing, it is my experience from those who are doing the same work I am doing. An individual problem would be an individual almshouse. You must have some rule to go by.

MR. GRUNDER:

I would just like to inquire of my friend Lodge in Monroe county, with his 700 or 800 inmates to experiment with, which one of the balanced rations does he think would apply to each inmate?

MR. LODGE:

I would like to say that I don't think I have seven hundred different reasons to give.

MISS GUY:

Mr. President.—It seems to me that what we are giving them now is a balanced ration, only it is not specially adapted to them. They are now all being tried on pretty much one kind of food; would it not be well to change to food better adapted to their particular needs?

I don't know very much about dietetics. It is one of the weakest points in our life in general. It seems to me it is something we have got to pay particular attention to in a State institution. The State hospitals for the insane are working at it scientifically. It certainly is very inexpensive — less than twenty cents per day. But, going to the almshouse one is impressed with the particular lack of adaptation of food to the particular classes of people you find there. I should think it would be very helpful if somebody could work out a practical scheme — perhaps a little handbook with some good, clear plans in it — some

simple directions about the kinds of food such and such kinds of people in the almshouses are likely to need, and then have receipts for that kind of food. I think the State institutions are coming to need this thing more and more. Give those people without any teeth the kind of food people without teeth should have, and so on. The State institutions are paying a good deal more attention to detail.

MR. ROGERS:

Mr. President: I have been very much interested in the paper read by Miss Johnson and in the remarks of Miss Guy, and of those who have discussed this subject.

I think there are one or two other points which ought to be mentioned in connection with the question of "The Dietary at the Almshouse."

In the first place: a great improvement has been made in many of our almshouses in the State in the matter of the dietary — I should say, on an average in the last ten years, the feeding of the inmates has been improved at least a hundred per cent. I think that is not a bit of exaggeration. I think, on the whole, it may be rather under the mark, because my own experience, extending through the last six years, has shown that there has been a very radical improvement in more than half the almshouses in the matter of the daily menus which they furnish the inmates. I think the chief value which these discussions should lead to should be along the line of cutting out the waste and studying on the balanced ration plan — to put into the variety what is now lost in waste. I think an intelligent study of the question of the Dietary will be of great value to all of our almshouses. There are a few — ten, perhaps fifteen of the almshouses of the State of New York, where the inmates are not properly fed, and some few where they are not sufficiently fed, and in an increasing number of them they are properly fed.

MR. TROTT:

Mr. President: In listening to the discussion that was going on my mind went back to 1862 where the inmates — the food delivered to the inmates — cost two and half cents per meal.

MISS JOHNSON:

I will be exceedingly obliged to any of the superintendents here if they will give me the amount per capita they are feeding their inmates per day — give me an average daily bill of fare. I have found that in a good many institutions the bill of fare repeats and repeats. My suggestion is that the bill of fare should be changed at least enough so that the inmates will not become tired of it.

MR. SISSON:

This balanced ration gets on my nerve. I think the greatest example can be found in almost any foundling hospital; you go in and you will find babies of every age, fed in the most scientific way, and, almost invariably, those babies are puny. You can take those same babies out and place them with some old woman who don't know any more about a balanced ration than I do, and that child will become a healthy child in a short time. I don't know what the old woman feeds them. We have a hospital in Erie county, where they have practically everything that is necessary to take care of small children — and we have a great many children — if they are left there any length of time and fed on these prepared foods, they don't thrive.

The balanced ration is all right, in a certain sense. It is only a short time — since we had the — I'll guarantee my friend from Allegany county doesn't feed his cattle in that way; it is impossible to feed cattle in any such way at all and make them thrive. With all due respect to the lady that spoke before me, I think she is liable to make people believe the balanced ration idea is all there is to it —

MISS JOHNSON:

If there is anyone in the room who knows anything about feeding cattle, I am going to ask him a question — if he does not, in a way, feed a balanced ration — what do you say? I am going to ask him if he started in feeding his cattle on cabbages entirely, leaving out the hay and the important items the cows need?

MR. SISSON:

I just want to explain to you that the whole idea of this balanced ration arose from this fact: that protein, which is the albumen in eggs, was the thing those scientists and public fathers all agreed they must have, and they must have an awful lot of it. This ration in cattle feeding has been proven undesirable. They have changed it to a ration that is more fat forming — carbohydrates. A few years ago the farmers fed their cattle corn meal and timothy hay. They have stopped that, but the scientists went to the other extreme and advocated protein, and we are just getting back to something reasonable to-day.

MISS JOHNSON:

I spoke about the proteid diet in my paper — that in almshouses it was altogether too high. Miss Clark has said something to me just now that she is too modest to say out loud: what's the mother's milk but a balanced ration?

MR. GRAHAM:

We fix our rations to suit the individual. Now, in an almshouse, if they would make a study of the different nationalities of the inmates it would be better. You can't feed an Italian corn-beef and cabbage, nor a German macaroni and cheese. The German and the Polander wants his lager beer and wieners. We fix it that way, down home. We believe that in an almshouse where you have fifty different people you must feed those people what they want, in their own country; you can't fix up a stew for them all; feed them what they want!

MR. LODGE:

We had an Italian brought into our almshouse last week. He was very low and likely to die; just about ready to run into consumption. We took him some cream, under the doctor's recommendation, and the Italian said, "Take that yellow stuff away!"

MISS CURRY:

I am more interested than anyone else in this subject. Now, isn't it a matter of fact, referring to the paper as read — isn't it

a matter of fact that what we have for our bill of fare is the same thing over and over again?

VOICES:

Yes! No! Certainly!

MR. LODGE:

Just think that over. And now, taking an almshouse with 500 inmates; for instance, if we furnish for their morning and evening meals, a full line of cereals with bread made of the best flour — we use the same flour on my table — we have a professional baker and don't buy two grades — but using good, well-baked bread, maybe coffee and tea and a full line of cereals — we have half a dozen of them — for their morning and evening meals, and then give them meat and potatoes and one other vegetable with their bread and coffee for dinner. Our butter bill amounts to \$2,000 a year — but then we are not using it all through the almshouse. What I want to know is, are we doing our duty by the people when we furnish them with the necessities; we always have meat and vegetables once a day for the noon meal — are we feeding our inmates as well as we should?

MISS JOHNSON:

I would like to say that Mr. Lodge fills the bill when he says "a full line of cereals." For instance a cereal is provided for the breakfast with tea or coffee or milk — that depends upon the inmates — you have to be a little careful about too much tea —

LADY:

We make both tea and coffee and give them their preference.

MISS JOHNSON:

It is the matter of giving them that same cereal every morning. There is no reason why bread and butter and cereal should not be served to the inmates in the almshouse, and a supper very similar at night, and bread and butter with some kind of meat at noon. It would be better to cut out that at this time of the year. They

had just better have bean soup and bread and butter for their dinner — bean soup is an ample dinner for them. It is better to give them a change of ration; boys in school cannot stand it; they must have a change in their rations —

MR. KIRKBRIDE:

Mr. President: When I was a boy in college the balanced ration got too much on my nerves. I knew nothing about the scientific side; I understood the menu should be different each week. The result was the boys struck. They did not know what the cook was going to feed them and they might get the same thing twice in one day.

MR. LODGE:

Which resolves itself into this: a bill of fare would be all right, but don't tell them what it is —

MISS JOHNSON:

No. Let it be varied. The Lord has provided us with only a certain number of green vegetables and meats. Really and truly, we have only a small choice of foods; there are, truly, only about ten or twelve suitable articles and on them you have to balance your meals.

I think possibly there is a little mistake made in people's minds about the extremes of the balanced ration. You have to have the balanced ration in the house; why not have it in the institution?

MR. LODGE:

Yes; but the bill of fare ought not to be posted up where they can see it —

MR. REDMOND:

Mr. President: Just before the ladies and gentlemen leave the hall, I wish to say that I have some pamphlets or talks that were sent here for this convention by the Delineator Company to mothers — How to Take Care of their Babies. There are three kinds here.

THE PRESIDENT:

It has been suggested that the bell might be rung about five minutes before the commencement of each session. It is a good suggestion. There is a bell attached to the hall, and I would suggest that you will all come when you hear it.

Upon motion, made and seconded, adjournment was taken until Wednesday morning at 10 A. M.

PROCEEDINGS WEDNESDAY MORNING.

Convention opened with the President in the chair.

THE PRESIDENT:

The first on our program will be a paper on the subject of "County Hospitals for Tuberculosis," by John A. Kingsbury, Assistant Secretary, Committee on the Prevention of Tuberculosis.

MR. KINGSBURY:

Mr. Chairman, Ladies and Gentlemen: I presume you are all Superintendents of the Poor. If I were giving a text of this discussion I think it would be this — "The Care of Tuberculosis is a Question of Public Health, and not one of Public Charity."

I know that many of you will agree about that because I have talked with a good many of you since I have been here and before I came here, and I know the most of you would be glad to be rid of the perplexing problem of caring for the people in the almshouses, suffering not only from an infectious disease but an incurable disease; and it is the most infectious because it steals upon you in the night, and you all have to fight it not only in the almshouse but wherever you are.

COUNTY HOSPITALS FOR TUBERCULOSIS.

The Extent and Cost of Tuberculosis.—Tuberculosis is the greatest single cause of death. In 1908 in the United States approximately 200,000 people died of this disease. Every three minutes someone is dying from tuberculosis in the United States. Since I have begun talking one has probably died.

According to the statistics of the New York State Department of Health, in 1908 there were 16,521 deaths from this single cause in the Empire State. This means one death every 31 minutes. The chairman of your committee on topics has asked me to confine my paper to 30 minutes. I shall try to do this, but if I exceed my time by one minute, some one will have died in New York State from tuberculosis during the time of my speaking.

One-third of all who die between the ages of 15 and 50 die of tuberculosis. It must be remembered that this means the cutting off of our young men and women in the midst of their productive period; during the time they are of the most value to the community and to themselves; just when they are beginning to pay back to society the investment which has been made in them for citizenship, in nurture and in education.

Omitting from consideration the awful suffering, the wretchedness and distress, the pauperism and poverty incident to this dread disease, let us give a few moments to the consideration of its purely economic aspect.

Professor Irving Fisher of Yale University, the great economist, presented what was conceded to be one of the most striking papers read at the International Congress on Tuberculosis, held in Washington last autumn. In his study of the economic aspects of this disease he found that the Great White Plague costs in hard cash over \$1,000,000,000 a year in the United States alone. He estimates that consumption kills at the very least calculation 138,000 every year in the United States. This everyone knows is a most conservative figure, yet it equals the deaths from typhoid fever, scarlet fever, diphtheria, appendicitis, meningitis, diabetes, smallpox and cancer altogether. Moreover, it is to be remembered that it often takes from three to five years to die of consumption and during this time the poor victims are earning little or nothing.

Professor Fisher tells us that the minimum cost of such items as doctors' bills, medicine, nursing and loss of earnings before death, amounts to \$2,400 in each case, but the earning power of each of these patients, which "might have been" if death had not come, brings the total cost up to an average of at least \$8,000. If this is multiplied by 138,000, it is found that the

annual number of deaths in the United States costs "The almost incalculable sum of \$1,100,000,000." Furthermore, it is pointed out that, "at least two-fifths of this amount falls on others than the consumptive, or \$440,000,000 a year." Dr. Fisher states that it would be worth while to the community in order to save merely a quarter of the lives now lost by consumption, to invest \$5,500,000,000; and he concludes by saying, "The erection of isolation hospitals for the incurable is probably the most profitable method at present for reducing the cost of tuberculosis."

Let us apply this basis of calculation to the State of New York. As before indicated, in 1908 the mortality from tuberculosis in this State was 16,521. Using Dr. Fisher's \$8,000 as the total cost to the community of each death from this disease, the annual cost to the Empire State is the enormous sum of \$132,168,000. If two-fifths of this sum falls upon others than the consumptive himself, it can be said to cost the community at least \$52,867,200. To reduce this mortality in New York State by one-fourth, would be worth if necessary an investment of \$660,840,000. But, if hospitals were provided for the segregation of the most advanced cases, equal, we will say, to the annual number of deaths from this cause, they would not cost to exceed \$8,000,000 for construction; and the annual maintenance of such hospitals would be about \$5,800,000. These figures are based on the liberal allowance of \$500 a bed for construction and \$1.25 per day patient for maintenance.

Waiving all sentimental considerations, this is the situation with respect to tuberculosis in the nation and in the State. This is what the immediate segregation of the advanced cases of tuberculosis in the State of New York would mean from an economic standpoint. I leave it to you to make the local application in your county. In the following table you will find the number of deaths from tuberculosis in each county in New York State for the year 1908.

Table showing death from pulmonary tuberculosis in each county in New York State for 1908:

Albany	331	Cattaraugus	51
Allegany	21	Cayuga	76
Broome	83	Chautauqua	76

Chemung	54	Ontario	35
Chenango	27	Orange	157
Clinton	59	Orleans	32
Columbia	59	Oswego	60
Cortland	23	Otsego	39
Delaware	25	Putnam	17
Dutchess	104	Rensselaer	247
Erie	599	Rockland	57
Essex	57	St. Lawrence	87
Franklin	156	Saratoga	85
Fulton	42	Schenectady	73
Genesee	21	Schoharie	27
Greene	50	Schuyler	10
Hamilton	5	Seneca	37
Herkimer	50	Steuben	60
Jefferson	64	Suffolk	96
Lewis	19	Sullivan	157
Livingston	29	Tioga	19
Madison	33	Tompkins	29
Monroe	309	Ulster	139
Montgomery	58	Warren	35
Nassau	75	Washington	49
New York	8,867	Wayne	38
Niagara	87	Westchester	411
Oneida	218	Wyoming	24
Onondaga	219	Yates	17

The Important Conclusion of the International Congress.— The most important conclusion reached by the recent International Congress on Tuberculosis was the urgent need of increasing the hospital provision for the segregation of persons suffering from tuberculosis. There seemed to be at least four unmistakable lines of evidence leading to this conclusion, viz.:

1. The evidence presented in the brilliant and convincing study by Dr. Arthur Newsholme, Medical Officer to the Local Government Board of England. I wish your time and patience permitted of the summary of a few of his striking arguments. I will give you just one brief sample, and then I am going to ask permission

to place in the hands of each person in this audience a complimentary copy of Dr. Newsholme's complete paper.

Dr. Newsholme calls attention to the important fact that:

"The institutional as distinguished from the domestic or home treatment of tuberculosis in general has steadily increased in all the countries in which the decline in the death rate from tuberculosis is known to have occurred; and there either has been no increase in, or there is still only a small amount of institutional treatment of sickness, or this treatment has been notoriously defective in character or short in duration, in the communities showing little or no decline of the death rate from tuberculosis."

You will find that the report gives a very detailed presentation of evidence on this point accompanied by charts and diagrams in support of the statement.

Now, I must give just one more quotation:

"The institutional treatment which it is claimed has played a predominant part in the past reduction of phthisis (consumption or tuberculosis) has been in the main the institutional treatment of patients who were disabled by sickness, rather than of earlier and less severe cases. This is not the occasion for discussing the evidence as to the relative infectivity of early and advanced cases of disease. There can, I think, be no doubt that advanced cases are more infectious than earlier cases. *But no responsible administrators having regard to the prevention of tuberculosis will content themselves with the treatment of advanced cases. They will treat the early cases in the hope of restoring a modicum of health, as well as of educating the patient so that he will no longer be a source of infection to his family and his fellow-workmen.* These points are evidence; they can, so far as my experience indicates, be more completely insured by institutional treatment than by the training which the patient receives at a dispensary or through a domiciliary visit. Thus in Brighton by providing twenty-five beds for the treatment of the early, moderately advanced, and advanced cases of phthisis we have secured under a voluntary system the notification of twice as many cases of phthisis as there are deaths from this disease in the town, and have secured the minimum of a month's sanatorium treatment

and training for more than half of these notified patients. Apart from the training associated with a short stay in a sanatorium the chief immediate preventive measure against phthisis is the institutional treatment of advanced cases of the disease."

2. The second line of evidence pointing to the importance of hospital provision of persons suffering from tuberculosis is found in the conclusion resulting from the discussions centering around the position held by Dr. Robert Koch, the eminent German bacteriologist, discoverer of the germ of tuberculosis, with regard to the transmission of the bovine bacillus of tuberculosis to man. This, I take it, forced home upon everybody the realization that our chief business is to stamp out the centres of human infection, i. e., the infection of man by man, rather than the infection of man by cattle. From this discussion, therefore, there resulted the strongest possible support for hospitals for the care of advanced cases of tuberculosis. It must not be gathered from what has just been said, however, that bovine tuberculosis is not a question of great importance to the scientist and to all dairymen. Pure milk is perhaps a more important question to-day than it was the day before this International Congress convened.

3. The third matter which served to support the urgent need of hospital provision was the testimony of the visiting nursing associations concerning the hopelessness of the task of securing adequate protection for the families in which tuberculosis exists. I have in mind especially the excellent exhibit of the Baltimore Visiting Nursing Association which I think fairly represents the testimony generally given by such organizations. I shall revert to this point in a moment in referring to the attempts which have been made in this State to give adequate care to tuberculosis cases in homes and in almshouses.

4. A fourth line of evidence may be added, viz.: that it seemed to be quite clearly shown that it is not sufficient to make almshouse provision for such cases, as they cannot in the main be induced to go to an almshouse unless they are absolutely devoid of means, and this usually does not occur until very shortly before the end overtakes them. This especially emphasizes the urgent necessity for establishing local hospitals where such cases can receive proper care.

The invincible logic of Newsholme, the secondary significance of bovine tuberculosis as an agency of human infection, the difficulty of securing adequate protection of families through home treatment, the impossibility of inducing patients to avail themselves of treatment in almshouse hospitals; these are the four lines of evidence presented by the International Congress on Tuberculosis, forcing the conclusion that the greatest single measure for the suppression of this plague of tuberculosis is the segregation and proper care of advanced cases in suitable hospitals.

Albany's Experience with Home and Almshouse Care.—I desire further to emphasize the hopelessness of securing proper protection of the family through the home care of tuberculosis; and at the same time to enlarge upon the difficulty of inducing any but strictly pauper cases to accept treatment in hospitals in any way connected with almshouses. I want to bring out these points by presenting a little local evidence which is only too familiar to one of your very prominent and very efficient superintendents of the poor.

But a little more than a year ago only a comparatively small number of needy cases of tuberculosis were familiar to anyone in the city of Albany, except to the commissioner of charities; about *eight* were receiving care in a tuberculosis class of the Tuberculosis Committee of the Albany Guild for the Care of the Sick; and there were probably a *dozen* who were availing themselves of care which was provided in a separate ward in the hospital at the Albany County Almshouse. During the past year the total number of patients receiving care in this hospital was 46, but the total number of deaths from tuberculosis in Albany county last year was 331.

The point is, that even if provision for tuberculosis were made at every almshouse, you could induce only a very small percentage of those sufferers to take advantage of it. Commissioner Storrs and other superintendents of the poor have told me how difficult this is; nurses have confirmed it; physicians have emphasized it. and I, myself, have been convinced of it by personal interview with respectably poor patients.

But, to emphasize the necessity for special hospital provision for these cases, let me present just a little of the evidence con-

tained in a recent report which was read to the board of supervisors of Albany county, where there is an almshouse provision. This report was made by the subcommittee on relief of the Albany Committee on the Prevention of Tuberculosis of the State Charities Aid Association, at a recent meeting of this board.

“ If the members of the Board of Supervisors of Albany County could have seen only a little of what has been seen in Albany by the Relief Committee, of danger to the community due to the absence of a proper hospital for the care of helpless poor persons afflicted with consumption, no further argument would be required to convince the Board of the immediate necessity of the establishment of a county hospital for the care of such cases. In the meantime, they would make generous provision for such as can be placed in suitable boarding places in the country until a proper hospital can be provided here.

“ Some of the more impressive instances observed by the Relief Committee are outlined in the following report, revealing conditions of misery for the afflicted themselves, and what is of even more convincing and pressing importance, the great and unsuspected peril to the community at large.

“ We might have sent some of the cases to the existing county hospital, but the conditions there are such as to make that course useless and indeed undesirable. The ward in that hospital is large and clean and could be well ventilated; if there were blankets enough to justify the opening of the windows, the air would be good. It would be easy and inexpensive to construct a porch at one side where patients could sit; and then if the right sort of food were provided, it would not be at all a bad place. But during the past winter nobody who realized the existing conditions would say with a good conscience to any consumptive who had even a fighting chance of recovery, ‘ There is no place for you but the county hospital.’

“ We started our work just as the Pavilion of the Central Federation of Labor was opened, and we collected funds as fast as we could to send patients there to board at seven dollars per week.

“ There were fathers and mothers of families who desperately needed to go to a hospital; but the first and crying need was to look after sufferers who lived out, or boarded, and who when taken

ill with the dread disease, were more or less necessarily turned out into the street — who literally ‘had nowhere to lay their heads.’

“The cases tell their own sad stories — they are referred to here by numbers rather than by names for obvious reasons, but the names are available if needed for investigation.

“Take for instance the case of a woman, far advanced in the course of the disease, who has a son of seventeen, and three little children, one of them a cripple. When first taken ill she was sent to Ray Brook. One child died while she was away. This case illustrates emphatically the need of a hospital near home. The nurse found her dragging her weary limbs about in a brave semblance of energy; coughing spasmodically over the food she is preparing for her children; spitting into a handkerchief and laying it upon the table from which they are to take their food. Afternoons she is so ill that the little crippled daughter, nine years old, must stay in the house after she comes from school and care for her mother. The child is now losing weight — one of the certain symptoms of the oncoming of the disease. The mother has a good place on the porch to sleep at night; but during the day she lies upon the couch where her husband sleeps at night. All the children sleep in an inside room, in which there are no windows. * * *

“A Pole afflicted with tuberculosis slept in the room with his wife, two children and a sister. An adjoining room was occupied by three lodgers, there was no other except the kitchen. The man was in high fever, constantly coughing and expectorating. For the supposed good of the patient the stove in the bedroom was kept going, and the whole family used that room as a sitting-room, and some time dining room, because the kitchen stove was used only for cooking. This was necessary because all the coal they had was what the wife picked out of the ashes on the dump near by. * * *

This report concludes with the following language, which is almost as striking and emphatic as the facts themselves:

“This is not a private affair of the Relief Committee, nor a special fad of a few people with no affairs of their own. We are pointing out to you with a few illustrations conditions which involve the health of the whole community, the care of whose best

interests you have been chosen to conserve. Every one of these cases and of all of the hundreds of cases scattered about the city and county is and continues to be increasingly a centre of deadly infection, which may spread to my house and to yours, reaching out the finger of death to point to your families and mine.

“ Every one of these cases means increasing expense to the city, the county, the state, the nation. We are urging you to take steps, reasonable steps, in the direction of intelligent action to mitigate these conditions.

“ We have presented to you in outline a few cases out of many shown upon our records. Please bear in mind that they are only a few out of many, and that each in its own way tells the same story.”

You will note that the report concludes by stating that the cases referred to therein are only a few of the many. As I stated at the outset, in referring to this phase of my subject, less than two years ago there were probably not more than 20 cases in the county of Albany under observation. To-day, in addition to those in the tuberculosis class of the Albany Guild for the Care of the Sick, and those who are receiving care in the almshouse hospital, this relief committee from whose report I have read, has under observation approximately 50 cases, which I am glad to say the superintendent of the poor of Albany county has made strenuous endeavor to assist; and I am glad to be able to say as the result of his endeavors, jointly with those who presented this report, the board of supervisors has under consideration, through a special committee, the matter of making hospital provision for the care of such cases and has made a somewhat generous provision for the care of such patients in suitable boarding places in the country until a proper hospital can be provided. I understand that Commissioner Storrs is now permitted to provide such care for these cases at the rate of not to exceed \$7 a week.

The futility of the attempt at adequate home care and the impossibility of securing almshouse care for such cases of tuberculosis, I think is almost conclusively proved by this experience taken from Albany county. If more evidence were needed, however, I should be glad to present similar situations which have

been found in other parts of the State, if the limits of the time allotted to me permitted of my doing it.

Let me now turn for a few moments from the extent of tuberculosis and the need of providing hospitals for the care of patients in institutions wholly separated from almshouse, to the considerations which entered into the framing of the Hamilton-Whitney bill, authorizing the establishment and maintenance of county hospitals for the care of persons suffering from the disease known as tuberculosis.

Considerations which entered into framing the County Hospital Law. In the preparation of the Hamilton-Whitney bill every phase and aspect of the problem of the institutional care of tuberculosis was most carefully considered.

Naturally, the first question considered was: Should such a hospital be established and maintained by the public or by private individuals? The answer to this question was the same as that given by sanitary experts when small pox, diphtheria and other contagious or communicable diseases were up for similar consideration.

To-day scarcely anyone would think of leaving the control of these diseases to private initiative, and it will not be many years before it will be as difficult to find anyone who would advocate individual initiative in dealing with the control of tuberculosis.

Not that persons having tuberculosis are, in the ordinary sense, as dangerous as persons infected with smallpox, but the smallpox patient is detected sooner and is isolated. Consumption, on the other hand, is a disease of long duration, and being difficult of detection, a careless person may easily infect many of his associates before he is removed by death or isolation; and even the most careful person may infect others before the disease claims him. Therefore, experts hold that this disease is a matter of public concern, and that the hospital care and segregation of those who are unable to provide for themselves, should be provided for them by the city or county in which they reside. It was to meet this provision that the Hamilton-Whitney bill was drafted.

The second question considered was, Should such public hospitals be built by the State or the locality; it was decided that while the State may properly care for the early and curable

cases, as is now done to a limited extent at the State Hospital for Incipient Tuberculosis at Ray Brook, that it should not undertake the responsibility for the care of the more advanced cases. There were several good and sufficient reasons for this provision, but the strongest reason of all was the fact that it was perfectly well known that the leaders of the Legislature would be unalterably opposed to such a policy. Nor was there any unity on the part of the medical and social experts of the Committee on Prevention of Tuberculosis of the State Charities Aid Association as to the comparative desirability of state provision versus local provision. The net result of their consideration of the subject in conference was the conclusion that additional hospital provision for moderate and advanced cases would, of necessity, be left to the local authorities. But there were more cogent reasons. First of all, few patients in the advanced stages of the disease, who are likely to die, will consent to go to a State hospital where they cannot frequently see their friends and relatives. Moreover, friends and relatives will not, as a rule, consent to the removal of one near and dear to them even if the patient himself is willing to submit to it. Hence, large State hospitals for advanced cases of tuberculosis, even if established in sufficient number to accommodate all the patients in the State requiring such care, might fail to accomplish their purpose. Furthermore, it seemed evident that in many parts of the State, the county rather than the municipality would be the proper authority to make such hospital provisions. Into the reason of this I need not enter at length. I must state, however, that it would manifestly be impossible to get the establishment of hospitals by each of the cities of the State, and even if this were possible, there would still remain to be provided for, all the towns and villages in the rural portions of the State. The provisions of the Hamilton-Whitney bill for the construction of hospitals by the counties seems to meet all these objections, and it is thought that there will be no difficulty in getting patients to take advantage of the opportunity of securing adequate isolation and proper treatment in such local hospitals. Moreover, no other method of providing for such cases is now left open. But few cities possess the power to deal with the problem; the State has refused and has practically put it up to the county.

Third.—How may we be reasonably sure the counties will provide properly constructed hospitals? is the question that was next considered. To the end that this might be accomplished the framers of the bill saw fit to place the responsibility upon the State Commissioner of Health, who is an expert on hospital plans; and he has a tuberculosis advisory board consisting of many such experts.

Fourth.—On whom shall the power to establish and maintain such institutions fall? If the proposed hospital provision for tuberculosis patients were to be made by the counties, and if it was to be separated from the almshouse administration and from almshouses, there remained no alternative but to create a new governing authority therefor. This course was followed. It was the intention of the framers of this bill, for reasons above stated, to separate the proposed hospital at every possible point from any connection with the thought of dependence, from almshouse administration and from any proximity to the almshouses. The framers therefore provided for the appointment by the supervisors of the county of a board of managers, and for the direct admission to the hospital on due medical certification. The entire project, as it was viewed, is one of public health, not one of public charity. Its primary object is the protection of those who are well, by means of the care of those who are ill. The care of the sick is incidental to the more comprehensive plan of diminishing and even eliminating the disease. The supervisors of each county are authorized by this bill to purchase and lease real property and they may "borrow money for the erection of such hospitals and for the purchase of a site therefor on the credit of the county." In other words, the county may issue bonds. It was thought advisable to make this provision for the reason that the benefits derived from such a hospital are of a semi-permanent nature; at least, the benefits to be derived by the next generation will be very much greater than the benefits which will accrue to the present generation.

Fifth.—The question of admission and maintenance was met in the following unique manner. The only test of admission is:

Has the man tuberculosis?

If he has, admit him.

Find out afterwards if he has means.

If so, he pays according to his ability.

If not, he is supported by the county.

In other words, this new law provides that all patients admitted to a county hospital for tuberculosis are to pay toward the cost of their maintenance according to their ability.

Under this provision it is confidently expected that a large number of persons able to pay in whole or in part the cost of their maintenance, will be admitted. You can readily understand, of course, that such persons would not seek, and would not accept, care in an almshouse hospital. A self-respecting person does not want to go "over the hills to the poorhouse," even if it is a palace. The chief point for consideration here was, to secure admission to the hospital without the least delay, for in the treatment of tuberculosis delay is often the fatal thing. Literally hundreds have passed beyond the curative stage in New York this year because they have been on the waiting list of Raybrook, and their turn has not come until it is too late to secure admission to that institution, which takes only incipient cases. Therefore, provision was made for admission by direct application to the superintendent of the hospital, or by the examining physician. The only necessary requirement for admission to the hospitals to be established under this new law is, that the patient have tuberculosis; indeed, it may be in any form or in any stage, if it be tuberculosis. After the person is admitted then the law requires that an inquiry be made into his financial condition and ability to pay for his own care and treatment. But inability to pay in whole or in part must not interfere with his receiving the same character of treatment as that given to the person of wealth who may be a patient in this hospital. Adequately to meet this provision, the law specifies that no charge for maintenance in the hospital shall exceed the regular per capita cost of maintenance with reasonable allowance for interest on the investment; and it is unlawful for any officer or employee in the hospital to accept any fee or gratuity for any service rendered.

Sixth.—Provision was also made for the care of patients residing in counties in which no hospitals are provided. Such a

person, upon ascertaining the fact that he has tuberculosis, applies to the superintendent of the poor, and his application is forwarded to any hospital for the care and treatment of tuberculosis located in any county in the State; and said superintendent is obliged under the law to provide for the transportation of the patient to such hospital and for his maintenance therein. Thus, with the establishment of such county hospitals for tuberculosis the State will no longer be in the barbarous condition of having thousands of people suffering from a disease which other thousands may contract from them, yet no place to treat these suffering people, or to segregate them from those whom they are likely to infect.

Summary of Provisions of Law.—These in brief were the answers to the questions which were taken into consideration in framing this important bill.

To the question, Shall such hospitals be established and maintained by private individuals, or by the public? the emphatic answer was, By the public.

To the question, Shall such hospitals be built by the State or by the locality? the answer came, By the locality.

Who shall pass upon the plans for such hospitals, that is, what experts shall approve them? The State Commissioner of Health.

Upon whom shall the power to establish and maintain such hospitals fall? was answered, Upon the county supervisors.

How shall the patients be admitted and maintained? By direct application to the superintendent of the hospital, at their own expense so far as they are able to pay; to the extent they are unable to pay, at the expense of the county.

Shall the patients be admitted from counties which have made no such hospital provision? Yes, and at the expense of such counties, if unable to pay.

It is thus seen with what attention to details this amendment to the county law has been prepared. It is hoped that in view of the facts which I have stated, and with which most of you are very familiar, that the people of every county of this State of any considerable size, will not be long in appreciating the significance and demanding the lasting benefit and blessings which we are sure are bound to flow from proper institutional care of tuberculosis

There is one tremendously important point in this law which I desire to emphasize in closing, viz.: that this law does not provide for the establishment of hospitals for the care of *advanced* cases of tuberculosis only. In other words, under the provisions of this law each county may establish a *sanatorium* for the care and treatment of tuberculosis in any of its stages or in any of its forms, rather than a *hospital* for the care of advanced cases of tuberculosis. They need not write over the portals of this institution, "Abandon hope, all ye who enter here." On the contrary, just one word should adorn the portals of this institution, "Hope."

As pointed out by Dr. Newsholme, however, there can be no doubt that the advanced cases are more infectious than the earlier cases, and need first attention at the hands of the locality:

"But no reasonable administrators having a regard to the prevention of tuberculosis will content themselves with the treatment of advanced cases. They will treat the early cases in the hope of securing recovery of the patient; and intermediate cases in the hope of restoring the modicum of health, as well as of educating the patient so that he will no longer be a source of infection to his family and fellow workmen." (Applause)

MR. KINGSBURY:

I should like to know how many of the superintendents here have under them a place for the complete segregation of the cases. Will you raise your hands? (Three hands raised.)

MR. KINGSBURY:

How many cases could you take care of?

GENTLEMEN:

Forty-eight, with a portable house which we have just completed.

MR. BAKER:

What do you mean by absolute separation; a separate building?

MR. KINGSBURY:

Yes.

MR. BAKER:

Connected with our institution in Suffolk county we have a detached hospital and in that hospital we have separate rooms, but no building for the purpose of segregation.

MR. KINGSBURY:

Then you are doing the best you can. That condition will not meet the requirement that is demanded by the experts. It can be seen that there is very inadequate provision for the cases.

THE PRESIDENT:

In the absence of Mr. Wisner, of Ontario county, I will introduce Mr. Sidney R. Reed, Supervisor from that county.

MR. REED:

Mr. President, Ladies and Gentlemen.— Mr. Wisner regretted that he was not able to attend this convention. He appreciates the importance of discussing a paper that he has not heard ; but, as he is not a quitter, he has presented some facts, which I will read. (Reads.)

Mr. Chairman, Ladies and Gentlemen.— Public sentiment in Ontario county, with the County Medical Society steadfastly upon the coach line, and a number of responsible souls in the County Board of Supervisors, has brought about what we believe is the establishment of the first County Tuberculosis Hospital authorized by the bill permitting counties to establish such institutions.

The stirring of sentiment to this great need — the circulation of literature among the people, the bringing to the county of the State tuberculosis exhibit, the dissemination of facts and figures in the public press that aroused the people, the fighting down of attacks founded in ignorance, and the long patient work for the desired end now in sight make a story too long to give in detail.

But the greatest thing Ontario county has done, and the feature of the movement which I shall discuss exclusively, is the placing of the stamp of disapproval upon the plan, fathered in some quarters, of placing tuberculosis hospitals in connection with the county almshouse. Ontario county said "No," and emphatically, to this

proposition, and has set an example which other counties that follow the dictation of reason, justice, mercy and efficiency will emulate; yes, must emulate.

I can, in the brief space of time allotted to me, touch upon only a few of the more vital reasons why the exalted purpose and the highest aims of the tuberculosis hospitals will be largely defeated if associated in any way with the county almshouse.

We wish to cure, not to care for, tuberculosis. The county house is intended for the aged and those whose habits have prevented them from earning a competency. There is no more harmony between the idea of caring for miscellaneous poor and sufferers from tuberculosis than between oil and water. Management that is adequate and proper for the almshouse fails entirely to meet the needs of the tubercular patient. The latter work requires a plant of the open air type, in charge of a specialist, the drainage must be above question, the plumbing simple, the spirit hopeful. Again I say, our efforts are to be to cure, not to care for tubercular patients. We must eliminate every possible danger, a demand impossible of fulfillment at any county house. The treatment of tuberculosis must be a treatment of temperature. The patient must be kept in bed until such time as he can rise and engage in increasing activities without causing a rise in his temperature. That sort of work requires hospital lines and not almshouse lines. We have learned, we are convinced, that tuberculosis may be cured, but we are still acquiring knowledge as to the best methods of curing it. We know that fresh air, sunshine and food are the trio, properly applied, that is to wipe the plague from the earth. We must have a place to watch and experiment with our patients, and that place is not the almshouse. Persons of means as well as the poor need this hospital care, and our tuberculosis hospitals must be good enough to invite those of all classes who are victims of the disease, or we shall fail in securing fullest results possible.

Dr. Wood, at Liberty, has discovered recently that the heavy feeding of patients is dangerous. Some of his patients are increasing in weight upon what we might call a starvation diet. A general mixed diet, instead of, as commonly supposed, great quantities of milk and eggs, is found to be best.

Upon diet we must depend mainly for a cure. We need a distinct tuberculosis hospital or sanitarium to put into action these things which we are constantly finding out.

Let us get away from the idea that our tuberculosis hospitals are to be institutions for people to die in. Rather, if we see clearly and act wisely, they will become the shrine at which we may shake off the gripping enemy of life and happiness, and from which we may go forth with new life, hope and ambition.

Humanity's call is too great, the higher view of the mighty need too serious, to do anything short of the best we know how to do.

And we shall fall miserably short, if we do not fail altogether, if we undertake to connect either physically or mentally the County Almshouse and the County Tuberculosis Hospital."

MR. REED:

Mr. President.—May I be pardoned for saying just one word for the supervisors of Ontario county? Ontario is very proud of being the first county to establish a hospital,—as proud as she is of being the first to create the office of county bacteriologist—

A GENTLEMAN:

As I understand it, with all the red tape you have to go through, if you want to get a patient into Raybrook it takes about a year to do it—this is one gain.

Another gain is this; isn't it a fact that they want to keep the death rate so low there, that when they see a patient is going to die they return him home—

MR. KIRKBRIDE:

Mr. Chairman.—The question, as I understand it, is—first: you want me to answer—what is the method of admission and why it takes so long to get them into Raybrook. Second: why they apparently refuse to take so many cases.

A GENTLEMAN:

No. Why do you return the patients when you know they are going to die; why don't you let them die there?

MR. KIRKBRIDE:

Why the patients are not retained there in the advanced stages?

A GENTLEMAN:

Yes, sir.

MR. KIRKBRIDE:

First, I will speak of the method of admission. I want to say, in the first place, I don't hold any brief for Raybrook; I don't come from there.

My understanding is that a person deserving of admission to Raybrook — without means — applies to the overseer of the poor, who, after investigating his financial ability to pay, makes application to Raybrook for his admission, using their blank. The superintendent of Raybrook advises the examining physician, — in each county — to examine this man — it may be advises the superintendent to have this man examined; at any rate, the man is then examined by one of the regular examining physicians of the county, and the county may pay three dollars for that.

The hospital at Raybrook is a hospital for the treatment of incipient tuberculosis — that is, in its very earliest stages. The spitting of blood, the losing of flesh, and the rising of the temperature each afternoon, are the indications of the early stages.

That examining physician often falls down — he is not an expert. On the other hand, the man at Raybrook in charge is the man whose entire time and attention has been given to it — and, I might say, his hearing is keener than many physicians'. The superintendent of Raybrook says that when a case comes to them they may spend thirty-five or forty minutes going all over the lungs with a stethoscope. He does not find anything. Does he give up? No. He puts the patient at rest and has him come back the next day; but, what would be the case with your village physicians — with all respect to them — they will say, without hesitation, they seldom spend that length of time diagnosing a case. Why? Because he is looking for the early case with the end that they may be cured, not to the end that they might segregate them. So, with this examining physician, he examines me and sends me to Raybrook, and I might go there and the superintendent might

send me back. He may find a million bacilli, or that I am in the advanced stage. He cannot accept me because he would be violating his oath of office in doing that. He must be very careful. You may send me to Mr. Blank's almshouse. He doesn't want me — you wouldn't take me in if you could get out of it.

VOICE:

No!

MR. KIRKBRIDE:

What is the danger I am going to take to my family? I am taking a great risk in infecting them. There is an awful situation with more than 16,000 of them dying each year! Then the reason for the length of time is that little red tape which I indicated, which ought not to take a year, by any means. If I go to Mr. Townsend, I ought to be examined and the application sent back in a few days. Two years ago they were saying about the Raybrook institution that they had an institution with 150 beds and they could not fill the beds; now they say they are filled up, and before they reach my county the quota for my county is all filled up; I am too late.

The second question is answered by what I said at the outset — that Raybrook is strictly for the treatment of the incipient.

Now, just as soon as they find a man cannot be cured, they will not keep him. He is endangering every other person there. I think the State ought not to go into the care of the advanced cases, but I think they ought to keep them there, if they cannot cure them and not send them home to die. And they are not willing to stay there when they find they are going to die. They are willing to go there to be cured, but they are not willing to stay away from others when they find they are going to die.

The State appropriated \$200,000 for the extension of Raybrook: they will use it for some other things when they might build some shacks and take care of all the early stages.

A GENTLEMAN:

I wish to ask another question. Of course, I appreciate the fact that I am not quick to catch onto an argument, but, I want to say this: I don't think you have answered my question. Suppose

we had a vacancy, and I had an application to get a patient in. How long would it take to get that patient into the hospital up there? And another question: Whether they do allow them to stay there when they find they are not curable?

MR. KIRKBRIDE:

I think I answered that. If there is a vacancy it ought not to take more than two or three weeks.

A GENTLEMAN:

Isn't it a fact that it takes from three to six months?

MR. KIRKBRIDE:

If there is no vacancy.

MR. LODGE:

Mr. President, I would like to say this: that, from Rochester, if there is a vacancy, and they can take the case, within two or three weeks the case is accepted and the patient is on the road, providing the case exists —

A GENTLEMAN:

I had a man come into the almshouse and he telephoned to Raybrook and they said to send him on and they would examine him; but he was so far gone they sent him back. He was so far gone they did not want him in there. That's why I sent him there —

MR. WEISZ:

I am sorry there is not a representative here from Raybrook. I endeavored in my feeble way to have one or two of the staff here. I hold no brief, but I do want to speak in the highest terms of Raybrook. I know by personal experience. I visit there once every two or three weeks.

The particular point Mr. Miller makes is somewhat unfortunate; but it is like Craig Colony and all other State institutions; they haven't any vacancies.

It's just so with Raybrook. They have a hundred and sixty odd patients there now, and every county is being treated alike; and those who make applications are being received in the order of

their applications. Unfortunately for New York City she is not being treated so well in that respect. Although we have some eighty or eighty-two patients in the institution. (Laughter.)

As to that particular part of Mr. Miller's question relating to the time it takes for the transmission of an application; it should not require more than a week or ten days from the time the applicant presents himself at your office; this includes the time for the preliminary medical examination, if one is made, and the investigation of the case. I know the staff at the hospital are hard at work, and are anxious to have admissions made as rapidly and as early as possible, but, as I have said, it is with Raybrook as it is with all other State institutions; they are constantly filled to their full capacity and it would be unfair to ask or expect that the superintendent would discharge a patient whose condition would not warrant such action simply to satisfy a person or a poor officer who may labor under the belief that all that is necessary is, to go to Raybrook and knock at the front door and he will be admitted. Superintendent Garvin and his staff do all they can to meet the demands; more cannot be expected.

We (in Greater New York City) prepare our cases before we make the application by requiring a preliminary medical certificate from a physician connected with one of the tubercular clinics of the city or one of the State examiners. These preliminary examinations are made only upon the request of the Department of Public Charities since the application gains its origin in our department. If the examination is satisfactory and investigation of the case is made to learn if the case is a proper and needy one: then we forward the application to the Raybrook hospital.

In course of time Dr. Garvin examines the applicants and the report of the State Medical Examiner, and, if he is satisfied that it is a proper case, we are advised as vacancies occur in our quota. Just as soon as we receive word from the superintendent that there is a vacancy we send the patient for treatment immediately.

The incipient cases are treated there, but that second class — that incurable class, is the class that ought to be provided for elsewhere, and it is for that reason that Raybrook stands alone for the treatment of incipient tuberculosis.

MR. REDMOND:

Out of twelve or fifteen applications that I have made for admission of patients to Raybrook I have succeeded in getting in one. They call it an incipient hospital. I tell you it has got to be awful incipient to get them in — (Applause). We have sent people who were examined by a physician, who said there would be no trouble in getting them in, and they have been rejected. I will say this about one case — from the time the application was made and the patient was on the road was about ten days. I don't know what Jefferson county's quota is. I have got two on the list, and one fellow we may have under the sod before they send for him to go. But, as far as the incipients are concerned, I think all they want is a fellow with a good hard cold that they can cure.

MR. WEISZ:

It is somewhat unfair for Mr. Redmond to make this statement. In his own words this man is not an incipient, but is about ready to be put under the sod. Doctor Garvin must comply with the law; he could not admit a man of that character.

MR. REDMOND:

This man was in an incipient stage when we made the application. They haven't even sent me word to have him examined, and when they do he will not be able to go there. He is growing worse all the time.

MR. KIRKBRIDE:

The point Mr. Redmond raises in regard to the quota — the quota is established by the Board of Trustees of Raybrook. They endeavor to make this quota upon the basis of population; but there are many counties that have never taken advantage of the opportunity to send a patient there at all. It would be obviously foolish to keep a lot of beds there vacant for the counties that never send any. If there was a time when you wanted to make an application that quota was filled up — supposing you were entitled to two beds — if you had two cases there, or only one case and are entitled to two beds, now New York city will say: "They have only one there, why not give us that other bed? They are using only one bed," and they get in there.

Just one more point; that is the case of a real bad cold in a family; you know how it spreads in a family. You had better cure it and not let it spread. A cough will lead to consumption. What you think is a bad cold may be tuberculosis. In New York city the post mortems show that 80 per cent. of the people have had tuberculosis at some time in their lives. They will get well if you can kill off this tuberculosis germ. Treat them for the colds every time. I am glad this point was raised. I can understand Mr. Redmond's position very well. It would look unfair to him. I am glad they are kicking all the time.

MR. ROGERS:

I think it ought to be stated that they will not take a patient at Raybrook unless he has incipient tuberculosis. They must either have the tuberculosis germ or all the other signs which distinguish it as tuberculosis.

A GENTLEMAN:

I think the question before us is the "county hospital." Now we have with us from Ontario county Mr. Lewis, who has made a study of the establishing of a hospital in Ontario county, and I think he might give you something interesting.

MR. LEWIS:

Mr. Chairman, Ladies and Gentlemen.—I regret very much that my life has not been that of a public speaker, and I hesitate to say anything before a convention like this, but I am always ready to talk on a subject the best I know how.

It is a subject of very deep interest to me. It is a subject in which my family has been a sufferer. I know considerable about this disease from A to Z. I have, perhaps, about as great a dread of it as it is possible for any man or woman in this convention to have.

When elected to the office of supervisor I determined then and there that every means I could use should be used to bring about the establishment of a tuberculosis hospital in my county. And I am proud that we have won out, and our county has appropriated \$15,000 for the establishment of a hospital. I was one of a com-

mittee of three appointed to select plans and a site. Our first visit was to Otisville and Liberty, after which we went to Bellevue to see some serious cases. I came back after visiting those places, more determined than ever that this plan was right and good. At Liberty we met Doctor King who treated us finely — showed us the institution and all around; we carefully watched the workings and the plans of the buildings.

We came back and our next move was for the selection of a site. We have finally found a site in the town of East Bloomfield which we consider an ideal and perfect site. We are backed up in it by Mr. Kirkbride and Doctor Hill, who will tell you that we have an ideal site for this hospital. We have the plans already to submit to the people at Albany, which we think will be perfect plans.

We propose to make our hospital of so inviting an appearance that not one of our board or any one of our county will hesitate to send anyone there.

We will go a little better; if our hospital is not filled we will allow people from Yates and adjoining counties to come there at the mere cost of maintenance. The cost of this institution is this — forty-seven cents on each thousand; so you see we made it an important factor to the taxpayer. I want to know, sir, if, in any county, any taxpayer will object to that taxation?

Mr. Chairman, Ladies and Gentlemen: I am very proud that we are the pioneer county of the State in this movement.

A GENTLEMEN:

Westchester county built one five years ago, entirely separate from the almshouse.

MR. KIRKBRIDE:

I think not under the new law.

A GENTLEMEN:

Possibly not under the new law. We have just completed a new building for the accommodation of about seventy.

MR. LEWIS:

Now, as regards including the hospital on the almshouse grounds I have been dead against it and am now, and I would advise any supervisor not to do it. I believe you should make it so that any person will not hesitate to come to it, who would not go to it if it was on the almshouse grounds.

I thank you very kindly for bearing with me at this time. I am very proud of my county, and I hope that we shall get this dread disease under control.

MR. KIRKBRIDE:

I am glad to know the Westchester hospital is separate from the almshouse. It is the first that has been constructed under this new law, entirely separate from the administration of the almshouse. The organization in Ontario county does deserve the emulation of the other counties. They have adopted a slogan, and they are wearing it on a button.—“No Tuberculosis in Ontario County in 1915.”

MR. BAKER:

Can I say just one word?

THE PRESIDENT:

If you are very brief.

MR. BAKER:

Don't caution me about brevity! I did not quite finish my answer to Mr. Kirkbride. His talk is full of practical good sense in my opinion. There are so many tuberculosis cases that come to the poorhouse that don't come there until they are obliged to. They live in communities, around public places, stores and blacksmith shops. Never had any education as to the course of the disease, its cure, or how to prevent its spreading; they don't come to the poorhouse until they are ready to die. We have a detached hospital where we keep the advanced stages of tuberculosis, in a separate room, and we have a paid nurse to look after them and who has every care of them. I would like to say a few words more, but I won't.

MR. LODGE:

Let me call your attention to the fact that unless you register with Mr. Ives you will not receive the notices and literature of the next convention. Oftentimes I am called to account for not sending the papers.

May I also call your attention to the fact that it takes money to run this convention. We would all like your financial assistance.

THE PRESIDENT:

I have been asked to read the following notice:

The Agents for Dependent Children will hold a meeting tomorrow (Thursday) morning at 9:15, in the room adjoining the Assembly Hall. A prompt attendance is desired.

H. IDA CURRY,
Secretary.

THE PRESIDENT:

A paper will now be read by Dr. William T. Shanahan, Acting Superintendent of Craig Colony, "Modern Life as a Factor in the Production of Diseases of the Nervous System." I take pleasure in introducing to you Doctor Shanahan.

DR. SHANAHAN:

The subject which I have to discuss is not such a hopeful one as you have been listening to. It is such a one as should be brought to the attention of the people of the State of New York to make them awake to the increasing of defectives.

Modern Life as a Factor in the Production of Diseases of the Nervous System.

The subject which I am to discuss to-day is one of paramount importance from every aspect, but especially so to those engaged in charitable work.

The passing of a people from a plain, simple habit of life to the hurry and bustle of our cities cannot fail to affect most materially the health, both physical and mental, of such individuals.

The social environment, the mental stress, the transmitted hereditary predisposition, the changed pursuits, etc., all combine to produce a most marked influence on the descendants of these people.

The higher the cultivation in which a person lives, the more stimuli are brought to bear on the central nervous system.

Many individuals are unable to react properly to the increased number and variety of stimuli, and themselves succumb to the inevitable or propagate defectives who cannot properly take their places in the world. They are forced to become either partial or complete burdens upon those about them.

Worry and anxiety are potent factors in paving the way for the development of nervous disorders of many kinds.

The rich are in many instances prone to lead an idle life, in which they pay no attention to the proper hours of sleep and a suitable diet. They become unhealthy because of various indulgences.

The poor too often lack proper food and clothing and are forced to live in unsanitary surroundings. They resort to alcoholics as a means of forgetting their troubles, or of stimulating themselves to do what they are called upon to perform.

The overcrowding in the large cities leads to miseries of many kinds which demoralize and contaminate. The migration of considerable parts of the population from the rural districts into the cities brings about a material change in their mode of life. They or their immediate forbears lived in the open air. In the cities they work in shops or factories.

The education forced on all children irrespective of their ability to assimilate the branches of knowledge presented is an active factor in nervous degeneration.

The modern means of travel and communication naturally induce a vast number to avail themselves of such opportunities. This increased stress, both mental and physical, grows greater year by year.

The vast amount of reading of sensational books and papers now done, keeps the nervous system keyed up to a high notch at all times.

In England, despite the many social improvements, it was

found, according to Robert Jones, that the annual death rate per million persons from nervous diseases from 1886 to 1890 was 1785.3, whereas, twenty-five years before it was 1546, showing an increase of 239.3.

The average physique among city bred people is not what it should be in a healthy, normal people. The mental status is of a similar type.

Tredgold's statement in his work on mental defectives, that a greater number of mental defectives are to-day resident in institutions than was the case a generation back is, I think, incontestable, and the exigencies of modern life must undoubtedly lead to an increase of this number in years to come; but as to whether the condition is or is not more prevalent than formerly, or as to the relative occurrence in different countries, we have no accurate data upon which to form an opinion. It is quite clear, however, from statistics given, that even on account of its present prevalence, the condition is one deserving of the gravest consideration.

In England and Wales 1-273 are mental defectives. In England and Wales 1-130 are either mental defectives or insane. In this country the proportion is, perhaps, not so marked, although not far above these figures.

"The not unnatural reluctance evinced by the majority of persons to admit the presence of mental unsoundness in the family often leads to the deliberate withholding of information."

Tredgold says — "Morbidity heredity is the most frequent cause of mental defectiveness, in the majority insanity, dementia or epilepsy."

"Eighty per cent. of mental defectives are descendants of a pronounced neuropathic stock." Other authorities give from forty to seventy-five per cent. Fifty per cent. is a conservative average.

He says — "Family alcoholism occurs in 46.5 per cent." Others state in from eleven to sixty-two per cent. Twenty-five per cent. is an average. This usually is not the sole cause, but other contributory agents, such as neuropathic heredity, exist.

Tuberculosis is rarely the sole cause as an hereditary factor,

but has an important indirect influence by its lowering of general vitality in the parent.

All agree that these three morbid ancestral conditions; disease of the nervous system, tuberculosis and alcoholism are the most frequent causes of congenital mental defect.

Mott states that "there would undoubtedly be a considerably larger proportion of defective children from effects of syphilis were it not for the very high rate of sterility, miscarriages, still-born and short-lived offspring it produces." Syphilis may impair the vitality of the germ or sperm cells, so that perfect development cannot take place.

"The visitation of the sins of the father upon the children unto the third and fourth generation is an important physiological truth."

Abnormal conditions of the mother during pregnancy, such as worry, sudden shock or fright, actual disease or general state of imperfect health, are usually only contributory factors toward the production of descendants who show disease of the nervous system.

Abnormally prolonged labor often produces an asphyxia of the child during which hemorrhage may occur in the brain, thus producing permanent damage, as shown by paralysis, mental defect, or both.

Shortly after birth such conditions as traumatic, toxic, epileptic and teething convulsions or defects of nutrition have an injurious effect on the central nervous system.

Injurious external factors of themselves but rarely give rise to mental defect, and then only when a gross lesion of the brain is produced.

Tredgold summarizes well when he says, "Many factors of modern life may, by lowering the general vitality, bring about a deterioration of the germ plasm. In consequence there results a pathological change in that part of the offspring, which is at once the most elaborate, the most vulnerable, and of most recent development, namely: the cerebral cortex. This change consists in the diminished control of the higher and increased excitability of the lower centers and is manifested clinically as neurasthenia, hysteria, migraine and epilepsy. Should the adverse environment

continue, or should such a person marry one similarly tainted, then the nervous instability becomes accentuated in the following generation, and insanity, and graver forms of epilepsy and early dementia, make their appearance. If the process is continued further, the third generation will be characterized by a tendency to imperfect development, degeneracy thus being well established and the various stigmata are usually abundant.

All grades of nervous disease may appear in one generation of a family.

Bad heredity, with general ill health and exhaustion of the mother from lack of proper food during pregnancy, is readily capable of accentuating liability to have the offspring mentally impaired.

The poor environment is often not the cause, but the result, of morbid heredity. The person with an impaired nervous system is one who is at a disadvantage in the struggle for existence. He frequently finds it difficult to hold his place, and he is often possessed of carelessness, improvident and intemperate propensities, which cause him to be unable to save his earnings to utilize them to best advantage. No wonder such persons drift downward.

The Royal Commission in England states:

Broadly speaking, insanity is more characteristic of urban and industrial life; ordinary mental defectiveness, of the rural populations.

Those saturated with morbid heredity tend to accumulate in the country and intermarry, while those with initiative enterprise and mental vigor go to the cities where competition is keen, the stresses and strains of life, severe alcoholism, rife; tuberculosis prevalent; overcrowding common; women advanced in pregnancy work in mills and factories, infants who should be nursed by their mothers are fed artificially; in short, all the conditions are present to produce an instability of the higher parts of the nervous system, the precursor of insanity. This in subsequent generations leads to actual defect of structure of the brain and consequent mental defectiveness, but the constant immigration adds new blood, and tends to make insanity, rather than mental defectiveness, the prevailing type of mental abnormality.

The relatively higher urban infantile mortality tends to reduce the number of marked defectives.

Nonne, of Hamburg Eppendorf, who has made an exhaustive study in Germany, states, "It is the general impression that syphilis is on the increase, but points out that in absence of notification, for which in most countries public opinion is not, as regards venereal diseases, as yet ripe — scientific proof of such increase is unattainable."

It is propagated from individual to individual, and of late years, with increasing facilities, there has been an enormous increase in the intercourse throughout the world; in the working classes, increased economic pressure has led, in the female sex, to increasing prostitution; in the male sex, to increasing celibacy; large towns have grown enormously at the expense of the rural population; in European countries universal military service, enforcing garrison life on all their young men, greatly increases the exposure to infection, and finally alcoholism, which at the same time increases the exposure to infection, and the liability of infection in those exposed to it, is also everywhere on the increase.

Thus modern town life and industrial conditions have, apart from syphilis, given rise to a general increase in nervous disorders, to a general debilitation of the nervous system, to the production of "nervous cripples."

Syphilis has an even more frequently noxious influence; it exerts its effects upon a nervous system whose powers of resistance are increasingly diminished.

"Has the syphilitic toxin in general, in certain predisposed individuals, or in certain conditions as yet unexplained, a specially poisonous influence upon nervous tissues?" is a question as yet unsettled.

Syphilis may produce simple nervousness, cerebral neurasthenia, hysteria, chorea, epilepsy, hypochondriasis, depressions, a state of mania, locomotor ataxia, general paresis, dementia; in fact, there is no form of nervous disorder which may not occur as a result of syphilis.

Syphilis in conjunction with alcoholism and the more eager pursuit of pleasure and self-indulgence of the present day are

undoubtedly all important in their effect on the nervous system in bringing about the various diseased states of that system.

Von Krafft-Ebing's phrase—"Syphilization and civilization" will bear frequent repetition.

Cotton, Kraepelin, Forel and Bevan Lewis agree that the inherited effects of alcohol do not consist in a predisposition toward a taste for drink so much as the effect on the germ plasm, which is injured by the toxic action of the alcohol.

It was assumed in 1902 by L. G. Kinne (Iowa) that there were in the United States about 1,250,000 defectives or dependents of one kind or another in hospitals for the insane, institutions for feeble-minded, epileptic, prisons, reformatories. The cost of care represents hundreds of millions of dollars.

Permanent sequestration is the most humane manner of caring for this class and will cut off a large percentage of the defectives. The advocates of euthanasia are not many. Placing such power in the hands of the few is a very serious responsibility.

It must be remembered that many defectives are not the result of hereditary influences alone. Even though all defectives are sequestered new races will continue to appear, but naturally in a much lessened percentage. The great difficulty of educating the people regarding the multiplication and the propagation of the degenerate is something that must be solved before their co-operation can be secured.

Restrictive laws relative to marriage of defectives, propagation of venereal diseases, etc., may be very important, but of prime necessity is the educating of the community up to what these subjects mean, and how they should coöperate in their prevention, so far as it is possible for them to do so.

The number of defectives who might be made even partially self-supporting either in or out of an institution is considerably less than has been supposed.

This applies particularly to the insane, epileptic and imbecile, rather than to the average delinquent.

In the strict sense of the word no mentally deficient individual is capable of self-support.

Many mental defectives are vagrants, while a considerable percentage of all vagrants are mental defectives.

The British Royal Commission, as a result of recent investigations, reports 10 per cent. of the inmates of prisons in England as being mental defectives. This is a conservative estimate.

Careful education of those of nervous heredity should be pursued along special lines to repress so far as it is possible faulty development and cultivate all the talents the individuals may possess. Prepare the individual for some manual and not brain work.

Excessive emotion has an effect on the physical side of the individual. The functions of the various parts, especially the nervous system, are materially influenced by the play of the emotions.

Improper habits of living, especially during childhood, the development period, cannot result but in more or less marked permanent injury to the nervous system.

The too frequent feeding, fondling and playing with the infant tend to keep it excited and so produce a nervous child which is the product of modern methods of living.

Although the brain is said to have attained 90 per cent. of its full weight when the average individual is eight years of age, it is many years thereafter before the brain cells have reached their full development.

How often is this fact of slow growth of the brain cell borne in mind by the teacher.

The faculty of inhibition or self-control is of the utmost importance. This varies naturally with each individual.

This power of self-control is extremely essential and the child or adult without it soon succumbs to his environment and manifests evidences of disease of the nervous system.

Exposure to accidents as a result of occupation is certainly greater as each year is completed.

Various drug habits play an important part in inherited and acquired nervous disease.

Adequate supervision and after care of those leaving institutions for defectives is very necessary in all instances. How seldom is this given attention. Some good work along this line is being done for the insane and delinquent.

It must be recognized by the various governments, municipal, county, state or national, that constant, concerted effort along the

lines of prophylaxis of epilepsy, insanity, mental deficiency and allied disorders is required.

As already stated the great desideratum is proper education of the mass of people regarding the proper steps to be taken toward preventing the great numbers of unfit from being brought into the world.

Proper living conditions for the working man, woman, boy or girl, are absolutely essential if we may expect to have any sort of a healthy population.

Controlling the sexual instinct by education or by law tends naturally to prevent to a limited extent the procreation of the unfit by the unfit. But a large number of this class cannot be controlled unless placed under suitable supervision in special institutions. This applies particularly to the female during the child-bearing period.

Another thing to be remembered is that no matter in what walk or station of life we search, whether we observe the educated class or the ignorant mass, the religious or the irreligious, the white or black, the dweller in the town or country, among all we discover the degenerate of one type or another.

A direct appeal to the public for coöperation in preventive measures along the lines of public health must be made and repeatedly made before any results of moment can be realized.

Instructions relative to sanitation and hygiene must necessarily bring about effects, but great good can be looked for in the not distant future if a widespread campaign of special education be made regarding alcoholism and venereal diseases.

Child labor and lack of attention to school matters are large factors in bringing about impairment of the nervous system.

Alcohol is without doubt the most important factor in the production of degeneration of the human race.

If the use of alcohol could be controlled we would see a marked diminution in the number of insane, epileptic, criminals, vagrants, etc.

A fact to be remembered is that many alcoholics are such as a result of being mentally defective, products oftentimes of alcoholism in a preceding generation.

In conclusion I can but repeat that persistent and constant effort toward proper living standards is the keynote to be sounded at all opportunities.

THE PRESIDENT:

I will now introduce to you Dr. Robert W. Hill, who will open the discussion of Dr. Shanahan's paper.

DR. HILL:

On a certain anniversary occasion a young man was to follow a bishop. He had asked himself, before the meeting, what he should say, but being a little dismayed at having to follow a bishop, he thought instead of a formal address that it would be better to take some line from what the bishop might say and go on with the thought; but the bishop talked for a long time, and so when the young man's turn came he arose and said, "I say amen to everything the Bishop has said," and sat down.

I feel somewhat inclined to do that to-day, because it is almost dinner time, and I know you are all anxious to be prompt at dinner.

Before coming over this morning, not having seen the paper which Doctor Shanahan has read to you and not knowing what he proposed to present, I prepared an outline of what I might say. But somehow or other, the Doctor has evidently anticipated it, because I find that he has touched upon every one of the little topics that I have put upon this card. It is probable, therefore, that those who consider the morbid effects of modern life are led to similar conclusions, and that they base them upon observation of what must happen when people are thrown together, especially in congested districts and in fierce competition.

The intense activities of modern life affect the mental development, and as a consequence, there may be so much excitement as to result in morbidity; and in fact, as our modern civilization by such severe competition and selfish individual strife for success, and by so great a congestion of population in the great centers of society, we meet everywhere indications of the evil effect of these things upon individuals. It is said that one person out of every

three hundred of the population of the United States belongs at present to the mentally defective class. This is an enormous proportion, and yet, we are marching steadily forward along the same paths that have in the past produced this sad result.

It has been stated by a leading sociologist that the American people spend for the support of the criminal, vicious and dependent and pauper classes over six billions of dollars annually, while the yearly increase in wealth is but five billions of dollars. He further estimates that we have in continuous charitable care in the United States about 5,000,000 dependents of the abnormal class — paupers, insane, epileptics, blind, idiots, feeble-minded, and other defectives. He declares that crime and degeneracy are increasing rapidly, and that from venereal disease alone the people of the United States suffer an annual loss estimated in money values to be at least equal to the wage income of all mine workers, or all farm laborers in the country. If to this loss be added that directly traceable to alcohol, the total economic loss is staggering. It is time the public realized the baneful effects of certain of our modern social conditions and that steps be taken to cure evils which threaten our civilization with a deadly blight.

The evil begins in our treatment of children; our modern life is so intense that many parents find it impossible to give their children the care and protection required to develop them normally. For example, in the cities, instead of having opportunities for free play in the open air and sunshine, they must play in the crowded streets or in tenement yards, at risk of limbs, health and life. They are sent at tender age to work in shops and stores, and still their only recreation must be found on the public streets. As a consequence, the people are taxing the children unduly, calling upon them to bear the burdens of life too early, and so, laying the train which leads ultimately to the unhappiness of those who are to follow us in public and private responsibilities. This is too great a tax upon childhood.

Then, too, it should be remembered that the competitions of modern life have imposed burdens upon women which were unknown to the generations of the past. So many avenues of employment are now open to them that women are taxing themselves to

do things which morbidly affect their physical, moral and mental life, and in many instances, make it impossible for many of them to become mothers of well-endowed children. You see this fact reflected in part in the type of children born, in the increase in number of feeble-minded and epileptic, and also in the smaller number of children found in the families of the educated classes as compared with the number found in the families of the more ignorant people who give full vent to their sexual desires. Here again social conditions cause the decrease of children, for when a deep consciousness of responsibility is felt and education has taught people what life really means, there is a reluctance to have large families for fear that the future will not bring a full share of blessings to the children. Consequently, there is a reluctance on the part of many of the present generation of women to bear children, and this also in many instances, is accompanied by a physical incapacity for the burden of care which accompanies the raising of a family.

Another thought, and this too has been touched upon by Dr. Shanahan. The crowded life of modern times has inclined many intelligent men and women to prefer celibacy because they fear that their earnings will be insufficient to maintain a family in such style as is consistent with proper dignity. This may be called an era of extravagant living; it was not so long ago that educated men and women could face the future hopefully if they were assured of an annual income of \$600, \$800 or \$900. They could then marry and go forward believing that with an assured salary they would be able to do all for their families that would be necessary; but since this convention opened, you have heard that the standard of living wage is much higher than formerly and that less than \$800 is insufficient for the proper support of a household, and for the care and development of a family. If that statement is true, and there is no reason to doubt it so far as city life is concerned, the competitions of business with the strong demand for employment due to the glut of labor may not warrant employers in always paying even the minimum wage, and then there will be even a larger number of families unable to earn the sum sufficient to relieve them from the fear of the future or of the present distress

which accompanies the family life when the wages earned barely sustain life.

One other point should also be recognized in this matter: the undue freedom of sexual association which is a marked feature of modern life is indicated by the statistics of disease. This fact is important in any consideration of these social problems. Dr. Shanahan has stated some of the results of illicit sexual relations; these facts are well known to those who have gone to the hospitals for the insane and to the asylums established for the segregation of the defectives. In the almshouses and the public hospitals also, the inevitable results of sexual disease are seen, and yet we are afraid to publish broadcast warnings for the protection of the young and the ignorant. Because of this reluctance, we fail to defend our children at the time they most need safeguard; we do not give them the instruction which would save them from sexual mistakes that may result not only in the impairment or ruin of their own health, but also in the destruction of the offspring which is to follow in later years. (Applause.) It is a duty that we as fathers and mothers, sisters and brothers, owe to the young, that we attempt to guide them rightly at the critical periods of life, and save them from the mistakes that fill these hospitals and asylums, and give to our country one out of every three hundred of the total population to be a permanent burden to society. (Applause.).

MR. REDMOND:

Just a moment! The local photographer wished me to announce to-day that he wants a picture of the ladies and gentlemen who are attending this convention; and he will have his camera ready at the close of the afternoon session.

I also wish to state that the Delincator people have sent a lot of literature for distribution at the close of the convention.

Adjournment taken until 2:30 P. M.

PROCEEDINGS WEDNESDAY AFTERNOON.

THE PRESIDENT:

I will read the list of committees appointed by the President for the year 1909 and 1910:

Committee on Organization.

JONATHAN BAKER.

WALTER W. ELDEN.

P. REDMOND.

A. D. SMITH.

H. D. NOTTINGHAM.

Committee on Legislation.

HERBERT S. SISSON.

SIDNEY R. REED.

JOHN F. DOTY.

FRED T. NEWCOMB.

W. C. LAWRENCE.

Committee on Resolutions.

C. E. WEISZ.

G. C. RUNDEL.

A. C. GATES.

J. J. GILMORE.

J. W. ROWLEY.

Committee on Time and Place.

W. W. COLLINS.

D. C. GRUNDER.

S. W. PEARSE.

F. P. DUNAWAY.

WM. C. ACKER.

Committee on Topics.

C. V. LODGE.

MISS MARY A. DEACON.

MISS A. E. EVERINGHAM.

DR. ROBERT W. HILL.

HON. V. E. PECKHAM.

THE PRESIDENT:

The first thing on the program this afternoon is a paper, "Pauperism and Vagrancy; How to Improve the Present Conditions of Pauperism and Vagrancy."

MR. NOTTINGHAM:

Mr. President, Ladies and Gentlemen.—Anyone in a position to know the extent of pauperism in the community in which he lives, the number of tramps wandering through the State, and who

has been in juvenile courts and seen the youth of both sexes brought there for petty crimes, and has knowledge of the cost of all of this, and the thousands that are expended for the arrest, conviction and care of criminals, to say nothing about the vast sums spent for the maintenance of reformatories, asylums for the insane, epileptics, etc., by the State, will ask himself, "What can be done about it?"

Now, there is no panacea for all the evils that afflict society, although some theorists and doctrinaires think they have discovered a remedy, and one that will quickly usher in the millennium; but there are hindrances to the improvement of present conditions which can easily be removed, and there are some things that can be done that will to a certain extent lessen the amount of pauperism and vagrancy — causes that in many cases lead to crime. Of a few of these I propose to speak briefly.

I need not say in this presence that anyone having authority to distribute public funds to poor persons should never give assistance to applicants for aid without the most thorough investigation of the case. Many who seek assistance are unworthy, and it is not only an injustice to the taxpayers, but a greater injustice to the applicant, to give him aid if he is able to work and can find it, or if it can be found for him, and many persons will do little toward self-support if they can easily obtain help from the public fund.

There have been cases where visiting the home gave evidence of the most abject poverty, but a little detective work disclosed the fact that the proprietor of the domicile had a good bank account; and I want to say right here, that I do not believe that we should be compelled to get an order from the court to ascertain whether a person applying for help has money laid by.

Parents who are poor persons should be forbidden to send their children, and their children should never be allowed to enter the office of the Superintendent of the Poor for the purpose of getting an order for supplies intended for their parents. The fact that they can come and get an order for groceries and know that nothing is returned for it, that something is being received without recompense, will, in some cases, lead them to think that "the

world owes them a living," and that to labor for a livelihood is not necessary.

Misguided and indiscriminate giving is a hindrance to the improvement of present conditions of pauperism and vagrancy. Impulsive, charitable persons, who give for the asking, who boast that they never turn anyone away who asks for bread, who think they are following the example of the Good Samaritan, are, nine times out of ten, encouraging the man who has so little self-respect as to be willing to eat bread earned by the sweat of another man's brow.

Let me illustrate by giving two cases that came to my knowledge not long ago: One morning, a man came to the door of a minister of the gospel and asked for something to eat. The next morning he was at the home of another preacher, asking for the same thing. A bright young man, connected with a charity organization in the city, was notified and started out to find the beggar. After some searching, he saw a man at the door of a house, in conversation with the mistress of the home. He walked up to the porch and inquired of the man his business. The lady was very indignant and asked the young man what business he had there, and began a tirade of abuse. The young man put his hands in the man's side pocket and drew out a paper filled with cake. In the other side pocket he found sandwiches, and, in his inside pocket, a piece of meat.

In a city, not a thousand miles from here, a young man approached some of the merchants, saying he was from Pittsburg, and without funds. He secured money, and in the afternoon was seen entering the theatre with a young woman.

Commissioner Hebbard, in discussing the subject of "Vagrants," said that "the lowest kind of a beggar, the worst drunkard — and the one who shows it plainly — can make two or three dollars in an evening in New York. I have seen a blind man," he says, "who made fifteen dollars a day, spend most of it for drink in the evening."

A charity organization reports that when nearly two thousand beggars had been arrested and searched, it was learned that the chances of a beggar already having money, when he begs, was two to one. Some people, who are praying for better social conditions, are so good that they are good for nothing to prevent the continuance of present conditions. Indiscriminate giving, free

lodging houses and bread lines *promote* instead of *prevent* pauperism and vagrancy. Of 27,000 in the Bowery bread line in the winter of 1905-06 — and that was before the recent panic — who were offered work, only 307 accepted.

Another hindrance is the army of tramps who are roaming through the country, and the only agency that has reduced the number, so far as we know, is the railroad train.

The Inter-State Commerce Commission reports that about 5,000 are killed annually on the railroads of this country, and from one-half to three-fourths of that number are trespassers.

Sending them out of the county into another, or caring for them at a cheap rate, does not solve the problem. It is a strange state of things: farmers all over the land are almost begging for help and cannot properly till their farms for lack of it, and a horde of able-bodied, homeless men are traveling through the country living without work — parasites, as it were, on the body politic.

I believe that the solution of the tramp problem is in compulsory labor. To the workhouse or industrial colony I would commit all tramps — also the man who has deserted his family, giving him an indeterminate sentence and applying the product of his labor to the support of those dependent upon him.

Again, the rigid enforcement of the Truancy Law would improve the present condition of vagrancy. We tax the people of the State to support the public school system not only that any child, however poor his lot, may receive the instruction it affords, but for the safety of the State. The people who are taxed to support free schools have the right to demand that every child shall be made to avail himself or herself of its privilege. But, what are the facts? The Commissioner of Education of this State, Dr. Andrew S. Draper, made this statement last January: "In America, where we offer more education to every citizen than does any other country in the world, there are more people who cannot read or write in any language, than there are in any other constitutional country in the world. The attendance upon primary schools is less complete and regular than in any other well-ordered nation on the globe. In New York there is a much larger percentage of people ten years old, or more, who cannot read or write, than there is in London, or Paris, or Berlin, or Zurich, or Copenhagen or even Tokio."

In the Scandinavian countries there is not a child ten years old who cannot read or write. In the State of New York there are fifty-five in a thousand who cannot; and the strange thing about it is, that there are more illiterate among the children of the native born than there are among the children of foreign parents. The truant often becomes the tramp, and almost invariably so if his home is near a railroad. Out of twenty-one inmates in a truant school in Massachusetts, nineteen had ridden on freight cars, and fourteen of them were less than 11 years old.

Mr. Towne, Secretary of the State Probation Commission, in an address at Albany, quotes William R. George, of the George Junior Republic, thus: "My opinion is that there are few tramps who have not started on their career by stealing rides when they were boys." In the same address he quotes Judge Lindsey as saying: "There is a certain class of boys who have the moving-about fever, to whom this practice is the surest step toward vagrancy." Superintendent Newton, of the Maine State School for Boys, says: "That a boy who begins to steal rides on trains is a tramp in embryo, and it is almost certain that in time he will become a tramp in reality."

Let us have a rigid enforcement of the Truancy Law. Then, if the police authorities will work with the railroad officials and stop the stealing of rides by young boys, and we have for every school a playground (of which the ever-increasing population in cities is continually depriving the children), and so inviting that it will lure the boys from the railroad track, and, with all this, the enforcement of the law passed last winter, which makes it a misdemeanor to advertise or present any obscene, immoral drama or play, exhibit, or show, or entertainment which would tend to corrupt youth, and the now confirmed vagrant in the workhouse, we will have materially improved the present conditions of vagrancy.

Physicians say that physical defects, defective eyesight, presence of adenoids, nervous conditions, etc., contribute to truancy. Then let those boys or girls so afflicted be treated at public expense; it will be cheaper in the end and infinitely better for the children.

The measures that I have spoken of are, in the main, remedial. We are doing much to reform the wayward. We have our reformatories, our probation system for misdemeanants, our rescue missions and settlement workers, and many other like agencies. These are to cure existing evils, but what measures are we taking that are preventive? My thoughts are running along a line that diverges somewhat from my subject, but one akin to it.

We are continually infringing upon personal rights of individuals for the public good. We give the boards of health and commissions almost unlimited power. We kill a farmer's herd, if they are diseased, and appropriate money to pay him only one-third of their value. We stop his selling milk if the bacteria in it are above a certain number. We have pure food laws; the miller cannot even bleach his flour. We give power to the State Commissions to regulate freight and passenger rates upon trolley lines and steam roads. We do not even allow men to build a railroad across the State. The Legislature has appropriated \$25,000 to prevent the bringing of diseased nursery stock into the State, and to exterminate the brown-tailed moth and insects, pests that infect all trees, shrubs and vines. We spend millions upon canals and highways to promote the material interest of the public, and all this upon the principle that it is for the greatest good of the greatest number.

But, what is the duty of the State, and what preventive measures can and ought to be taken that will reduce pauperism and crimes, and give us a better citizenship, and so promote the public welfare?

A letter addressed to Roosevelt, when President, by some workers for children, contains this statement: "No Christian and civilized community can afford to show a happy-go-lucky lack of concern for the youth of to-day, for, if so, the community will have to pay the terrible penalty of financial burden and social degradation in the to-morrow.

At a National conference Mr. Roosevelt said: "The chief source of our nation is the moral stamina of its children, and in the present growing movement to conserve national resources, the children, first of all, should be considered."

Statesmen have told us, times without number, that the stability, prosperity and perpetuity of a nation depend upon the intelligence and virtue of its people, of which the history of nations gives abundant proof. The textbooks say, "that the Goths and Vandals conquered Rome," but the careful reader of history knows that the degeneration of its inhabitants, the vices that preyed upon the heart of the nation and sapped its strength, wrought its ruin. How long would those northern hordes have withstood the legion that followed Caesar from the Tiber to the Rhine?

The Socialists tell us, "that there are no delinquent children; that the delinquent child is only the neglected child." The truth of that statement depends upon how broad a meaning we give the word "neglected." The criminals are not all from the lowest classes. Some persons, if neglected, their neglect consists of advantages, pleasures, money and ease that wealth has thrust upon them. There are some men from high life now at Matteawan and some in other State prisons — and more that ought to be — who, if they had been indentured to a farmer, or mechanic, or tradesmen when in their teens, would be decent citizens now. They would not long have been afflicted with brain-storms. It is a dangerous thing for a boy to get it into his head that he can do wrong, disobey commands and violate the law, and suffer no consequence. Punishment, not to give vent to wrath, but for the good of the patient, is curative. Some of us can testify to that, and we did not escape it as did an embryo scientist the other day — by protesting that the instrument had not been sterilized, that germs might be released by a violent impact of leather upon a porous textile fabric but lately exposed to the dust of the street.

It is true that the neglected child often becomes the delinquent child, and the delinquent child the misdemeanor, and the misdemeanor the felon, and the felon the hardened and confirmed criminal.

It is true also that a large majority of the paupers, vagrants and criminals come from homes of filth and squalor where every influence is degrading; where the child has not had proper guardianship and has been grossly neglected. Orphanage is not the worst thing that can befall a child. There are very many children

in this land of ours that would fare better if they were orphans. There are many of them among the children of the "400."

Now, what does the State owe the neglected child? It owes him his right, and it is its duty, so far as possible, to give him his right.

What are the rights of the neglected child?

He has a right to the same opportunities as the more favored boy. He has a right to a fair education; that we provide for him. He has the right to be made to acquire it. He is expected to earn his livelihood. Then, he has the right to be taught to work; to do something by which he will be able to earn a living; that the industrial schools will give him to a certain extent when grafted upon our free school system, and, because he is a child, he has a right to have his work sandwiched with healthful play; that the fields will give him in the country, and the playground in the city. If he is to exercise the right of elective franchise, then he has the right to be taught to love the land of his birth. But, more than all this, he has the right to an environment and surroundings that are elevating and inspiring, and a training that will make him so much the master of himself that he will be able to check the evil tendencies that have come to him by the law of inheritance, and he has these rights because he is in this miserable home — not by his choice — the most forlorn creature that is born into the world.

Now, the best thing that can be done for the neglected children is to place them in good homes where the better elements of their nature will be fostered and developed. There is some good in almost every child, but some persons (and a few of them are on the bench) are so concerned about what they call "the inherent and sacred right of parents" and are so moved by the tears of mothers, who have something of the maternal instinct left, that they oppose this procedure, and they will not even commit them to institutions where they would have moral and religious instruction, but there will be as many tears and more sorrow if any of the motherly feeling is left, when in after years the child is sent to the reformatory or jail, and if that mother ever truly reforms, she will rejoice that her child was removed from the evil associations and surroundings that were leading him to ruin.

Washington Irving said: "That the tie which links mother and child is of such pure and immaculate strength as never to be violated *except* by those whose feelings are withered by vitiated society."

The orphan who has no guardian, no one directly responsible for his care, can be indentured or placed out by adoption. We cannot do that for the neglected child of vicious parents. We can place them in institutions, but not in good homes unless they have been abandoned for a year. If a parent contributes but a pittance toward their support, or even visits them, we are prevented by statute from indenturing or placing them out by adoption.

I believe we should have the right by law to indenture or place them out by adoption without waiting a single day, for the reason that they have been taken away from their parents because they have not the proper guardianship. Who ever heard of children who were bound out until they became of a certain age by poor parents to their more fortunate neighbors, as was often done a half or three-quarters of a century ago, becoming criminals, or paupers, unless by some accident or an unfortunate train of circumstances over which they had no control? Have we not good reason to believe that if the children or grandchildren of that vicious pair, the Jukes, (whose descendants are so often contrasted with those of Jonathan Edwards to prove the force of heredity) had been placed in good homes, that that long line of one thousand descendants made up of criminals, insane, epileptics and degenerates would have been broken? But twenty of the whole number ever learned a trade and ten of them learned theirs in state prisons.

To poor parents who are interested in the welfare of their children, who have been brought to penury and want by a combination of circumstances that they could not prevent, let us extend a helping hand. To the widow, who is a good mother, let us give her support so generous that she will not be obliged to neglect her children to provide them with food and clothing, and let her know that we do it gladly; but let us to a far greater extent than we have been doing, take from vicious parents their children and give the children a chance; and we ought to do it before they are brought into court, or it will be too late to reform many of them.

The large number of the youths brought the second and third time before a magistrate verifies this statement.

I am not a pessimist. I do not think the former times better than these; but there is danger that we may become too optimistic. We are building another State prison to confine criminals. It is many years ago that Charlie Ross was stolen, but we have the same kind of fellows with us that carried him away. Almost a generation has been buried since they took all there was here of Stewart from the ground, but the graves of the rich are still guarded lest they be robbed of their tenants for gold. The "hold-up" plies his trade with as great success as ever. The peace officer who does his duty fearlessly, the detective who is searching for the plotters and perpetrators of crime, are in as much danger of losing their lives as they ever were, of which we have recent proof. More than all this, issues have sprung up in these latter days that were not thought of by the fathers of the young republic. We are confronted by conditions and have problems to solve that never entered the minds of the wisest statesman of the early days. But we will not settle the issues and solve these problems aright until we have a more enlightened and quickened public conscience that will more widely recognize the brotherhood of man, that it is "righteousness that exalteth a nation," and we will lessen the number of criminals and better the present social condition and advance to a higher standard of morals and civic virtue just so far as the boys as a whole are better than their fathers and the girls better than their mothers, and the State cannot do any one thing that will make the generation to come better than the present one, than to give the neglected children of the commonwealth their rights.

THE PRESIDENT:

The discussion of Mr. Nottingham's paper will be opened by Mr. William C. Lawrence, superintendent of Westchester county.

MR. LODGE:

Mr. President.—It is with great regret that we heard of a very large fire in Westchester county, which has taken the delegation from that county from us this afternoon, and Mr. Lawrence

told me he couldn't be here. In the emergency, Mr. Baker, of Suffolk county, has generously consented to open this discussion.

MR. BAKER:

Mr. Chairman, Ladies and Gentlemen (Applause).—When Mr. Lodge announced that I was to open the discussion of this paper of Mr. Nottingham's if he had coupled with it the statement "Down in my heart I've a feeling for you," I could have appreciated the sentiment.

I was invited to go fishing this afternoon. I'm sorry I didn't go. I looked over the program and saw that Mr. Nottingham was on the program this afternoon for a paper and I have declined my invitation to go on the water for a sail to hear him: I knew we would get an excellent paper from Mr. Nottingham. I knew the subject he was down to talk about was familiar to him; that he would give us a practical paper, which he has done, and there is very little left for anybody to discuss; he has discussed the question so thoroughly and so carefully.

The question of "Beggars and Tramps" and all that question he has discussed—he has, as you might say, left nothing to discuss.

The tramp question out where we hail from we know very little about any more; it seems to be settled. We do not have the tramps as we used to years ago, or beggars either.

At our institution, the people that are poor and needy know that all they have to do is to apply to the poor authorities and they are taken care of in a proper way at the expense of the public. The children are not allowed to be sent out to beg with baskets, and all that sort of thing, as they did years ago, as I can remember.

And, as stated, the tramp question is pretty well solved and settled throughout the State, and, I don't know but the country. We have had very little trouble from tramps.

The whole subject and the whole question have been so thoroughly gone over by Mr. Nottingham, there is but very little for me to say, and when it was suggested by Mr. Lodge that I attempt to open this discussion, Mr. Sisson, sitting next to me, said he would help me and I am going to let him, and give him an opportunity right now. I thank you.

MR. SISSON:

When I spoke to Mr. Baker, that was in the early part of the paper, before Mr. Nottingham finished. After he had finished I leaned over to Mr. Baker and told him I thought it was the best paper I had heard at this convention, and I didn't see anything to discuss in it.

I don't know as there is anything to be said about this paper. I think Mr. Nottingham is probably a perfect master of his subject. Apparently he is; and I can say I am no master of that subject, at least, if I am of any; and I would be glad to hear another paper, prepared with equal skill. I am not prepared to discuss it in any way.

THE PRESIDENT:

Anything further, gentlemen? If not, we will have a paper by Mr. C. E. Weisz, transfer agent of New York City. I think this paper touches on the same lines. I think Mr. Weisz can bring out something we have not heard before.

MR. WEISZ:

Mr. President.—Since Mr. Nottingham has read his paper and what Mr. Baker and Mr. Sisson have said in confirmation of it, I hardly feel that I should read my paper; they have covered almost all the points on the subject, upon which I have prepared it, applicable of course, to the tramp.

I will not follow the title "Farm Colony" very closely. My subject is on the question of the "Extermination of the Tramp," and I will follow it up as a matter leading to the establishing of a State Labor Colony.

THE TRAMP.

In the preparation of this paper, it was not my intention to resort to the use of volumes of statistics, but to confine myself to speak rather of the evils of the many classes of tramps who infest the cities and towns, the drawback they are to honest and progressive labor, and to suggest a remedy that may prevent the growth of, if not entirely eradicate, these evils.

By a casual thought, you may not see much harm in "a tramp," either to labor or to communities, but the realization of an army, as it truly is, growing larger day by day, brings you face to face with a proposition appalling in its magnitude.

Much has been said and written on this subject by thinkers and writers, *but little has been done* to relieve the situation. Little need be said, and much can be done along lines of Legislative enactments by concert of action for the establishment of a Labor Colony, under either State or local supervision, conducted in a manner which will not affect the progress of honest labor.

This subject, like that of immigration, is entitled to much consideration — more than can be embodied in a paper of this character. We should rightly go to the beginning and trace the origins of the several types of tramp, weigh the consideration for and against, and learn how much they need and deserve assistance.

Take the tramp who drifts from place to place, happy-go-lucky, care-free, taking where he can get anything, with no thought of earning his daily bread, like those from whom he takes assistance.

Perhaps he has had a college education. His folks were well-placed, and gave him an education, not so much for his future use, as for a pastime to a youth not compelled to labor early in life.

Herein his worthy parents were probably at fault, for when adversity arises, it finds him unprepared, and unable to cope with the situation. He makes an attempt, perhaps, but being unused to the constant strain linked with daily labor, he soon tires of his efforts, and longs for the easy, sheltered life of former days. In this mood, he soon becomes valueless to those he serves, and he is forced to give up. Then he begins to drift.

At first, self-pride may keep him from actual dependence upon others by securing odd jobs here and there, enough to furnish him food and shelter — but meeting with one success and small remuneration to every four rebuffs in applying for work, he cannot maintain the personal appearance to command respect. He begins to look what he feels, a tramp.

Then he grows hardened by his lot, and indifferent. He argues that he manages to exist even if he doesn't work. He can always find someone willing to give him a meal, and in fact, he shows

himself a hundred and one reasons in favor of his tramping. He enjoys the lazy life. All pride and self-respect are shadows of the past; all his finer feelings are dulled — he begs for what he needs, and becomes a drag on the communities he favors with his presence.

He is content with his lot, and is suspicious of all overtures for the betterment of his condition. A tramp he wants to be, enjoying the support which the law, in the absence of anything better, compels the people of the State and cities to provide, but which fact is not fully realized by the lay people until the burden is felt by taxation.

Also, just here let me enter a protest against the present system of education. Instead of Latin, Greek, sciences, and so forth, being given the first place, I urge that a practical manual trade be taught — and *then the frills* can follow.

If this be compulsory, our rising generation will be found fully equipped for the battle of life, and there will be no tramps through lack of manual education, and opportunities, as is the case to-day.

In this particular the great poem by the late John J. Ingalls may well be studied and employed:

OPPORTUNITY.

“ Master of human destinies am I!
Fame, Love and Fortune on my footsteps wait.
Cities and fields I walk; I penetrate
Deserts and seas remote, and, passing by
Hovel and mart and palace, soon or late
I knock unbidden once at every gate!
If sleeping, wake! — if feasting, rise before
I turn away! It is the hour of Fate!
And they who follow me reach every state
Mortals desire, and conquer every foe
Save death; but those who doubt or hesitate,
Commend to Failure, Penury and Woe,
Seek me in vain, and uselessly implore —
I answer not, and I return no more!

Another type of tramp, who has my sympathy in large measure, is he who has been honest in his efforts as a man, but because of the financial distress during past years, caused by the chess-game played for the benefit of the political and financial powers of the country, has been thrown out of employment. He struggles against his misfortune, and demonstrates his eagerness to secure work at his own trade, or any other that permits him to provide for himself and those whom circumstances have compelled him to leave behind. He finds that everywhere he goes others have been discharged, too, and he is therefore unsuccessful in his efforts to secure work.

Tramping from place to place, and meeting nothing but discouragement, his raiment does not improve, and appearances are so against him that he is not given a chance to explain that he is not a willing tramp. He is judged and treated without a hearing, and perhaps insulted despite his manly efforts to provide for himself and those he has left behind. Truly, it is enough to discourage the strongest of men, and this man is no exception. No one cares to give him an opportunity, and he becomes a tramp, driven to it through sheer hard luck, and lack of opportunity,—a lack of the helping hand.

He, too, becomes a drag upon the community, but unlike our first class tramp, there is a dormant vestige of pride and self-respect in him. There are thousands of this class, all eager to prove themselves out of their sphere as tramps, and worthy of a willing ear to prevent them from becoming charges on any county, or a hindrance to the progress of labor. Don't condemn him, but hold out a helping hand, so much needed.

While citing this latter class of tramp, I recall an incident coming under my observation when in Buffalo recently, which will bear out the statements that I have made.

My friend there is the owner of a haberdashery, and relieves his clerks when they go for meals. One night a tramp entered. He certainly looked down on his luck, and a confirmed road-traveler.

Asked what he wanted, he replied: "I'm hungry."

"Well, if you're hungry, sit down there and wait a few minutes."

The tramp looked suspiciously at him, evidently wondering if he was going to be turned over to the authorities; but when the clerks returned, my friend took him to a hotel and said:

"Now, if you're hungry, order what you want, and eat."

"I'm hungry, all right," said the tramp, "but I can't eat now!"

"Nonsense," replied my friend, "you can eat if you're hungry. Order a good steak, and eat it. Don't be so foolish!"

"But," exclaimed the tramp, "I can't eat. Your goodness has destroyed my appetite. You're the first man I've met in weeks who has treated me square, and it's so unexpected that it chokes me!"—and his eyes filled.

Nevertheless, my friend made him eat. When finished, he took him back to the store, let him wash, and gave him a new shirt, collar, tie and coat, and sent him out for a shave. When he returned you would never have recognized the man. He did not know himself when he looked in the glass. He was smart and intelligent-looking, to say the least.

He had had a good education, and was ambitious, but had met with ill-luck. Once started down hill, he could not regain his footing until he was, as we saw him, a tramp.

Taking him to the hotel again, my friend spoke to the proprietor and secured him a place as a clerk, and to-day he is no longer a tramp, but an industrious and respected hotel clerk, all through having run into someone who understood human nature, and was willing to give him an opportunity.

There is need of some plan whereby they can be given the opportunity they seek — and by which we can help and hope to be able to extend to them in a systematic way in order to glean the worthy from the unworthy.

I earnestly deprecate that use of the press to proclaim how eager the philanthropist or the charitably inclined people are to aid the unemployed — to cast a lasso, as it were, to draw them to the cities and towns. The tramp who carries and makes his calendar need not be invited — he comes, much to the detriment of all honest labor and the worthy poor who are a plenty in every

community. Hence, such methods should be discouraged, for the degenerate and brutal type of tramp renders any city unsafe to its inhabitants.

I repeat that little need be said, but much can be done by concerted action along legislative lines, as set up in a bill introduced in the Legislature during its last session, the adoption of which would soon relieve all communities of its undesirable characters by the establishment of a labor colony for the detention of such persons as are committed thereto by a judge, for a fixed term, as vagrants, drunkards, and for violations of other sections of the Penal Code. With a law of this kind, and the speedy establishment of the labor colony (the first of its kind in the United States), the relief will be welcome, and the worthy discovered, the unworthy punished and the deserving given a chance.

This scheme has an enthusiastic supporter in the Commissioner of Public Charities of New York City—Hon. Robert W. Heberd, a potent factor in the body politic of the charity world. His innate modesty forbids my telling you of his indefatigable efforts to accomplish results beneficial to the poor and rich alike.

Our work as poor officers, in any position, is by no means enviable. The responsibility of caring for the poor, worthy and unworthy, in a humane manner, lays our actions bare to the criticism of the taxpayer, and to the man who is ready to bawl "Graft;" and causes implications both unjust and unkind. When no suggestion is presented for the expenditure of public money for that purpose, criticism in full measure is forthcoming by people who do not know, and sometimes by people who should know, but don't! It is much easier to criticise than to perform, and therein lies another evil for the official dispensing charity to the tramp and to the poor.

It must be done in a practical manner, guided by past experiences, and by the law. He, the poor officer, should not undertake to conduct his office on theory; it has seldom proven a success when tried, but more often a complete failure.

The establishment of labor colonies, where the tramp can be made use of to the benefit of the State and society, is not a theory; it is a plan that has been tried with good results in other countries. Once established, it will prove self-supporting through

the coöperation of those assisted, but great care must be taken not to conflict with honest and progressive labor in any manner whatsoever.

Speaking of criticism given experienced and practical officials by men of theories I remember when the Commissioner of Charities of New York City was accused, about a year ago, of not doing enough for the tramp. Much against his judgment and custom, he yielded to theory. He declared he was only too anxious to assist every worthy case under his jurisdiction to the full extent of his facilities. He gave his critics permission to go to the Municipal Lodging House and examine any and all the cases during the winter season (we can now provide for 1,000 in the finest building of its kind in the United States); to all whom they could produce and prove worthy to his satisfaction he would give the aid needed to reach their homes. The outcome was that of the very great number of cases investigated but six proved deserving of any assistance.

Such practical tests speak volumes!

I truly hope that I have spoken strongly enough to make all feel the need of a labor colony, and I ask your assistance in this direction at the next session of the Legislature, to secure the enactment, and the appropriation to carry out this plan at the earliest date possible, for, with the colony in operation, we shall see an advance in labor, all the worthy and unworthy of our "Tramp Army" properly placed or disposed of, in every instance, with justice, and such a true opportunity given every man, that the "Tramp" will soon become a memory of the past.

I thank you sincerely for your attention.

THE PRESIDENT:

The discussion of this paper will be opened by Mr. J. J. Gilmore, superintendent of Livingston county.

MR. Sisson:

Mr. President.—I would like to say just a word about this tramp question. In Buffalo, in the superintendent's office, we are troubled very little by the tramp question, for this reason: About a year ago the supervisors voted to establish a Municipal Lodging

House, which was done. I think they have room there now for about one hundred; and we have a man at the head of that, who, I think, is a very discriminating man. We are not supposed to take in any professional vagrant; they are taken up and sent to the pen. I suppose those floors are scrubbed half a dozen times a day, and they are without paper and paint. All the work excepting the superintending and watching and cooking is done by these men. The superintendent also runs a sort of an employment agency. People telephone in there when they want six, eight or ten men to do a certain kind of work, and when they come in there he takes the records and finds out if they will do, and he is quite successful in getting work for them. At the present time, with the steel plant opening, he told me he had more places to fill than he could find men to fill them. If he thinks they should be taken home he brings them to us and they are brought to the almshouse, and we investigate them invariably and send them home, if they really belong there. I don't believe that in the last year we have had a typical or professional tramp in our office. This Municipal Lodging House man has had probably hundreds of them. If he gets hold of a case like that he will keep them over night and take them to the police court the next morning and have the judge dispose of them. This keeper, or superintendent was a desk sergeant in Buffalo for a number of years, and he is peculiarly fitted for the position. I presume a man without experience would be almost a flat failure.

This tramp colony would be a very good thing, but I think every city should have this municipal lodging house to go with it. Let the superintendent there make up his mind whether this man is a professional tramp or vagrant, or whether he is just down and out—let him be the judge of where the fellow belongs. Don't send a man down to the tramp colony by the magistrate until you are satisfied he belongs there. I believe it would be well to have this municipal lodging house in all large sized towns and cities, instead of sending them all there at once.

MR. COLLINS:

Mr. President.—If there is any city in this State that has any more tramps to care for than the city of New York, I would like

to know. I happen to live pretty close by. Baker tells me he hasn't seen a tramp in a number of years. I don't know why it is unless it is that he lives so close to the ocean they are afraid of crabs (laughter), and they have to get away from there.

We have been bothered with them for the last ten or twelve years. Our court has been bothered with them, sending some of them to jail, and some of them out of the State. We ask them where they come from and they invariably say "New York City." I hope you will all give your assistance to have this farm established.

MR. SISSON:

I would like to ask Mr. Collins who got those fellows passed on? I think Lodge got them first.

MR. ROGERS:

There is one argument in favor of the tramp colony. One is that the superintendents of the poor and also the State Board of Charities, who have come in contact with the work of the superintendents of the poor, feel that they don't belong to the almshouses; we feel they are not dependent poor persons within the meaning of the law, which authorizes us to spend the taxpayers' money for the relief of the poor people. Of course, they are poor, but not within the meaning of the law, not that they have a claim upon the taxpayers in any given community. They are wanderers. They belong in the penitentiary. They cry out that they ought to go to the almshouse or be provided for. What is to become of them? The industrial conditions are such that they haven't a job or money — no means of getting a living; and those of us who may — at some time, have had the experience of looking for a job, may know it is not always the easiest thing to get it. It is generally the fellows who will not stick to a job; it is the shiftless, incompetent fellows that drift into trampdom, to a large extent. They manage to eke out a living wandering from place to place. They become the dependent tramps.

I think the existence of a State Farm Colony would meet a very great need.

I agree with Mr. Sisson in that all large communities and cities should have a temporary lodging house, where people who seem to be worthy of it should have a little help for four or five days, while they continue looking for work. But for the man, the professional man, who is financially unable to secure work, we, at least, owe it to humanity to provide a place where he can live without the disgrace of a prison commitment, or without sending him to the almshouse.

Among another class of wanderers are those with whom I have a great deal to do — the nonresident poor. I spoke to this convention last year on this subject, and I think it might possibly interest you to know something of the results of that work.

During the last year I removed from the State of New York 1,204 nonresident poor people, either aliens, or State poor or county charges that had not gained a settlement in any town. I sent them back home, either at the expense of the United States Government, when they were aliens who came into the United States; at the expense of the State Board of Charities through the appropriation made by the Legislature for the removal of poor persons. Quite a good many counties are not taking advantage of this appropriation which we have for the removal of nonresident poor, and it may be possible that you would be interested to know that of this 1,204 removed, 811 were from New York City — or Greater New York, 216 from Erie county, 28 from Albany, 9 from Broome, 4 from Clinton, 1 from Essex, 4 from Genesee, 2 from Jefferson, 72 from Monroe, 3 from Montgomery, 11 from Niagara, 1 each from Oneida, Otsego, Rensselaer, Saratoga and Suffolk, 4 from St. Lawrence, 3 from Steuben, 3 from Wayne, and two from the reformatories.

This, you see, averages about 100 a month, and that is the extent of the work we are able to do with the appropriation we have at present. We hope to have a considerably larger appropriation next year, and if the counties you represent are not on the list, we shall be very glad to hear from you when you get a nonresident case on your hands. We invite you to correspond with us about any doubtful case, and we will tell you about removing any dependent person to another State or country, provided he can be removed. The benefit to the State of removing these persons cannot too largely be overestimated.

MR. WEISZ:

I am sorry Mr. Sisson did not stay to listen to the remarks of Mr. Rogers. I have wanted to answer Mr. Sisson. I trust, however, that someone will not charge me with saying something while he is away.

We treat the unfortunate in almost the same manner as they do in Buffalo; perhaps a little more liberally. We keep them three days at the lodging-house and if he comes back on the third night, on the fourth morning he is brought to my office in a carryall and we send him to the workhouse. We are not improper by doing that. We are so crowded on the Island we cannot get any work for him.

Many of you, who are pestered with tramps, haven't very much work for them, as I understand it and they will not stay with you. They will simply move from one place to another, and it has been charged that we are chasing them up into Westchester county. That is not true. My good friend Collins has charged me with doing that for several years past. My friend Hitchcock — I will not say anything about him; he is not here.

We do the best we can with our facilities. We have just opened our new lodging house so we can take care of a thousand. Perhaps if the present situation keeps up, we will have to enlarge that by 500 more beds. We trust we will not have to do that, but, if the State will be wise enough to establish a labor colony they will benefit every community, your own community, and save yourself the local taxation.

MR. LODGE:

Mr. President.— I want to emphasize what Mr. Rogers mentioned in the help he has been able to give the counties in the removal of the nonresident poor. It was only a short time ago the State Board of Charities were able to help us as much as they have. Inasmuch as a few years ago when we had a family come into our county from another state and live with us more than sixty days, why, we felt we had to remove them in some way and pass them along over to Mr. Sisson at Buffalo, or Nottingham at Syracuse. Now all we have to do is to establish their former residence to the satisfaction of the State Board of Charities — and the only difference in that case is the superintendents don't get paid for keeping

them while they are with us; and it is a privilege that I think we all of us ought to be wide awake to take advantage of.

There is another case, I call them vagrants, that I want to round into this class of tramps. When I was keeper there was about a hundred men and women that would come into the poorhouse in the fall all broken up — wrecks — and we would take care of them through the winter, feed them up and clean them and dress them, and in the spring they were good respectable citizens that could earn their own money, and they did get enough money together to get drunk on and have a comfortable summer, and the next fall their names would appear on our books. That continued for year after year.

I had the privilege of reading a paper the first time we had this convention at this place, ten or twelve years ago, in which I took the ground it would be good public policy to establish large farms, and give every justice of the peace authority to commit these people there for a year and a half and make them work the next summer on the farm — or give them eighteen months so they would run through the next winter and the fall and spring, and they would reason it out like this: “If I have got to work on the public farm all summer for nothing, I might just as well make a little bit more effort to take care of myself during the summer”; and I believe we would get rid of those folks in that way.

I think the idea of a colony is a splendid one, and I hope our committee on legislation will get right back of that bill if it is introduced; and I think that bill should include this class I have mentioned, who run from one county to another during the summer and come back in time for Thanksgiving dinner. In our house we get just about a hundred before the holidays back on our hands, and we can follow their names right straight down on the books for years and years.

MR. ROGERS:

I wish Mr. Pollard, of Binghamton, would tell us his experience with winter boarders this last year.

MR. POLLARD:

Mr. Chairman and Gentlemen of the Convention.—I am not much of a speaker, and I cannot express myself as good as many.

but I have had considerable experience with the tramps. Last winter we had a man come to us that has been admitted ten times within the last five years. He was a moulder by trade; could get \$2.50 to \$3 a day, if he would stay sober. He would generally get pretty well sobered up and go out and work a week at moulding and get his week's pay, and he would commence to drink again, and wind up by cleaning spittoons in the saloons and mopping out until he would get so dirty they wouldn't keep him any longer; then he would get some politician to intercede for him and be committed to the almshouse. I got tired of that kind of work. We have got a city there, and after they had been committed several times I refused to let them go to town, and if they go I report them as absconded and the city authorities commit them. I also take the names of that class of people down to the city judge, and as soon as they appear downtown they are caught and sent to the jail for fifty-nine days.

I had a fellow, a confirmed booze fighter — we have a booze list — and I wrote on a card to the city judge that he was a booze fighter, and then the judge knows what to do. I was filling the silo and I asked one fellow to get into the silo and trample the ensilage down. He said he couldn't do that. I told him he would have to. He went right downtown and he came up before the judge, and the judge gave him fifty-nine days in the county jail. He got out and the next morning they arrested him again and gave him three months in the jail. In that way we got rid of about fifteen of them. (Applause.)

MR. ROGERS:

I also happen to know that Mr. Collins has an excellent method of getting work out of his winter boarders.

MR. COLLINS:

All that these gentlemen have said is true, and applies more to the city than the country districts.

Our recorder understands the cases as well as I do, and I asked him this last spring if he would commit these fellows to us for six months; if we could have them committed from the 1st of April to the 1st of October, that fixes them for the rest of the year.

I had a fellow last winter — he was a good worker — about the 20th of March, and he was getting along finely, and about the 1st of April, he was all dressed up, and I asked him where he was going. He said he was going away. I said, "I guess not." I told him I thought he ought to do something for his winter's board. He was going anyway. I called the chief of police up and had him committed back to us for six months. I said to him, "Tom, if you will do what's right, I'll give you a good home and clean clothes and use you right; if not, you go back to the penitentiary." He stayed about six weeks. He was a pretty good carpenter, and he got pretty well filled up and went to Rochester, and he was gone about three weeks and came back, and said he was ready to serve his time out. I said, "All right." I called up the chief of police and the recorder committed him to the Kings county penitentiary for six months; I think they will cure him.

I had another committed and have had three months' service out of him this spring.

That seems to be the only solution of this problem. They can be made self-supporting; they are not lazy; they are not incompetent, all of them. We have some pretty good mechanics among them, who do pretty good work. In the winter time you can't get a great deal of work out of them. You should in the summer time. Then you can get them to help you raise some vegetables and potatoes to put the old people through the winter. And when we have the law amended whereby the recorder can send them to us for one year, I think I can almost make them self-supporting. Under the farm colony plan I think it is two years. That is the only solution of this question I know of.

MR. WEISZ:

I would like to offer the following resolution:

Whereas, The several State institutions for feeble-minded children, feeble-minded women, for the idiotic and unteachables, and the Craig Colony for Epileptics are now without proper custodial power to govern and control incorrigible inmates, or such as are detrimental to communities and society. Therefore be it

Resolved, That this organization present or support a bill to

be presented at the next session of the Legislature, which will give reasonable control and jurisdiction over all inmates in the several State institutions.

C. E. WEISZ,
E. P. DUNAWAY,
W. W. COLLINS,
D. C. GRUNDER,
Legislative Committee.

MR. WEISZ:

I move its adoption.

MR. LODGE:

I second the motion.

The motion was then put by the president and carried as read.

THE PRESIDENT:

I would like to announce the following: There will be a searchlight excursion, Wednesday, June 23rd; the palace steamer St. Lawrence will leave for a three hours' sail through the American and Canadian channels. The best of the island scenery, and all resorts, summer homes and illuminations shown under the searchlight rays, creating a series of remarkable and unique pictures too wonderful to be described and making the tour a veritable trip through Fairyland.

A GENTLEMAN:

The boat leaves the dock at 7:35.

MR. REDMOND:

I see by Mr. Rogers' statement that he shipped out over 1200 people, out of the State of New York, through the State Board of Charities. I see my friend Weisz got the lion's share, just the same as he gets them up at Raybrook. When he gets up there every three weeks and finds an empty bed, he goes back and sends one up to take it.

THE PRESIDENT:

I think perhaps Mr. Redmond is all right in this, but, I can say this for the State Board of Charities: I think all the superin-

tendents of the poor of the State of New York, if they will make application to the Board to have a State poor person disposed of through them — I have always found them perfectly willing in my case and they dispose of them, and I think they will for all of you.

MR. REDMOND:

I don't mean to cast any insinuations on the State Board of Charities, because I know their willingness to do what is best; but I see that my friend Weisz gets his work in.

MR. WEISZ:

I want to assure Mr. Redmond, and also Mr. Rogers that we will keep Mr. Rogers busy.

MR. COLLINS:

And he gets every bed there is.

MR. BAKER:

I also wish to know if this colony proposed by Mr. Weisz takes care of the women tramps?

MR. WEISZ:

I believe the Reformatory at Bedford will take care of all the women, as far as the tramps are concerned; we don't want any women to mix up with our fellows on the farm. (Laughter).

MR. LODGE:

Mr. President.—It seems to me as though we could just as well, now, talk over a little matter of business; and perhaps you will care to be interested in it, and perhaps not.

To some of us it seems that the time has come when this convention of the superintendents of the poor can very nicely take care of its annual convention without becoming a burden, as it now is, upon the local superintendents of the poor and the board of supervisors of the county in which we meet.

Now there has been considerable quiet talk among the members here to the effect that we should make some arrangement — that this convention should make some arrangement, whereby some

committee or person as a committee should be empowered to go ahead and make the arrangements for the next convention after the time and place is set; and go ahead with all the arrangements that are needed in furnishing the entertainment or running the convention.

Now, I bring this matter up just for consideration; and there seems to be plenty of time. I would like to hear from the members what they think of the proposition.

MR. BROOKS:

Mr. Lodge, I would like to inquire if your idea is to have the committee not only make the arrangements, but to suggest a place, or find a place where it may be held, and not be a burden upon any county or poor superintendent or board of supervisors; or, whether it is for this meeting to designate a place to hold it, and have the committee simply make the other arrangements?

MR. LODGE:

My idea was — the idea that has been suggested — not for this committee to designate the time and place for the next convention; they have been appointed at this convention to delegate the time and place; that is not the point. The point is that, for instance: suppose the convention should conclude that it would feel more pleasantly located, year after year, here, or at Chautauqua or at Lake George or the Champlain hotel, or any of those beautiful summer resorts, where they have the immense facilities, and where we are all nicely located in one place so we can talk over our business during the last year — all get acquainted and have a nice, sociable convention, as we do; but, don't you see, under the present plan, it would make Brother Redmond's and Brother Dunaway's shoulders droop a little, they, who are so kindly looking out for us; and, if we say we are coming back again next year — we don't want to be a burden, and yet, we want to have things arranged so we can meet in a place suitable for the convention; that's the idea.

MR. BROOKS:

I made the inquiry to know whether this convention could designate a place understandingly. They might designate a place

that would hardly be willing to take it; the arrangements could not be well made to go there. I am of that opinion — that this convention has got to a point where it ought to be rather self-supporting and not a burden to any county, as it has been; and whether it would not be well to have a committee to find the place — designate the place as well as to make arrangements for it, whether the convention can do that wisely or not.

MR. LODGE:

We have a standing committee for that purpose — always have had.

A GENTLEMAN:

Mr. President.— Would it not be well for us who are here for the first time to know something about the nature of the expenses of this convention, that are incurred every year in behalf of this convention?

MR. LODGE:

That is something, Mr. President, that we cannot inform the gentleman about. We don't know. We have been very generously entertained at many places, and we thoroughly appreciate it, and it is on that account we feel a little hesitancy about trying to go back to the same place a number of times. We were so lavishly entertained at Patchogue that it seems to me everybody has been trying to keep up the pace. I understand they spent in the neighborhood of \$1,300, in round numbers; and I think the counties have been spending all the way from \$200 to \$500 on the convention. That would be my guess.

MR. WEISZ:

I don't know as it concerns this convention what the supervisors or the local committee spend. This organization ought to place itself in a position where it can take care of itself and not be a burden on any local superintendents or the supervisors in whichever county they might decide to hold their conventions. If the local supervisors or county superintendents want to lavish any extra expenditure upon our coming, let that be their concern; but,

I do not think this convention ought to show itself as though it were a burden on their shoulders when they go there from time to time. If they want to raise \$1,000 or \$1,200 or \$1,500, let them do it and spend it in the way they think best. Let us put ourselves in shape not to be a burden on the local authorities.

MR. BAKER:

I think the suggestion of Mr. Lodge a very good one. The idea, as I understand the feelings of this convention, if this convention decides to go to any place in the State they have been to a short time before, they don't want the county and the board of supervisors and the superintendents of that county to feel under obligations to go to a large outlay for the convention. If they choose to and are willing to provide something for the pleasure of the convention it is their business, but the convention doesn't expect them to think to go to a large expense to entertain us. A short time ago—five years ago—the convention was down on Long Island. They are casting around a little bit to decide where they would like to go next year. The position I am in (I could not say whether our county would respond to another entertainment as lavish as the entertainment given you five years ago) I would not like to say. I should want the convention to understand, if they should come into our county again, that our citizens would like to have them there again, and would take good care of them, but I would not say that they would provide for such a lavish entertainment again.

We do not want the counties to feel that they have to do as much as they have in the past in the way of entertainment, and spend so much money. Is not that the point?

MR. LODGE:

That's the point.

THE PRESIDENT:

Ladies and Gentlemen.—On this question that has arisen, I feel like this: As though the county we come to should not feel that they should put up *one dollar* for our entertainment. I think we ought to go with the expectation of settling our own bills. I don't think the board of supervisors of any county in

the State, back home, would make any kick on that, whatever, if we paid five or ten dollars, or more, even, to this convention. I think they would rather do it than to make us a burden on any county. I think my own would; and I think they all would. I think we all would gladly see the convention where it would be perfectly independent.

But if the county we go to decides to do some little thing, we should go there with the determination of taking care of ourselves.

A GENTLEMAN:

Why not have an entertainment committee to arrange for it and assess us when we go away? Then it will not be a burden on the county where we go. Make it an extra committee.

THE PRESIDENT:

I don't know, but I hardly think that plan would be really advisable, because there are some pretty poor superintendents that if they were assessed so much they would not come.

A GENTLEMAN:

Where do you get your money?

MR. COLLINS:

I should think it would be the right way for the sixty-one counties of the State to stand their equal assessment. I make a motion to that effect.

MR. BROOKS:

My idea was this: That we should not place ourselves in a position that any county or any superintendent would feel that they were obliged, really, to give us an excursion somewhere, or a banquet, or anything of that kind. If we want an excursion we can hire the train, if it is necessary, or a boat, and let the members pay for it themselves, and not think the county where we go must hire them. And we could get our boards of supervisors to pay it, which the superintendents have had to do. We can take care of ourselves. If the counties want to do anything they can. We will not be stubborn and not accept it. We should place ourselves where we will not feel under any obligations to them.

MR. LODGE:

To get this before the house, I will second the motion of Mr. Collins.

MR. WEISZ:

Mr. President.—I arise to a point of order. My point here is that the motion is out of order, from the fact you have a finance committee, and I think they should take that matter in hand. It is a matter for them to solve — how the finances should be taken in hand and handled. There is also an entertainment committee.

MR. LODGE:

No; there is a committee on topics.

MR. WEISZ:

Your amendment embodied the same thing as an entertainment committee. I would move to amend Brother Collins' motion; I think that matter should be referred to the finance committee.

MR. GRUNDER:

I would like to ask whether we came here to do business or to have a blowout?

THE PRESIDENT:

There has been a motion submitted and now there is another motion.

MR. WEISZ:

I make that as an amendment: that the whole matter of the finances be referred to the finance committee, and that they handle all questions of finance concerning the matter.

MR. COLLINS:

I merely asked the question if it was in order to make a motion that the entertainment committee be appointed.

MR. WEISZ:

I rise to ask a question of Mr. Collins. Let him withdraw his motion and I will withdraw mine, and I will agree to a motion of Mr. Collins for the appointment of an entertainment committee.

MR. COLLINS:

I withdraw my motion, Mr. Chairman.

I move that an entertainment committee be appointed by the Chair to take entire charge of providing arrangements for our annual convention. We have a time and place committee.

MR. LODGE:

I second that motion.

The last motion was then put by the Chairman and carried.

THE PRESIDENT:

This committee will be appointed later as we have hardly time now to make an appointment.

MR. HELMSTETTER, *Commissioner of Charities, Syracuse*:

Mr. President, I would like to be allowed to say a word.

I am not a superintendent of the poor; but a commissioner of charities. I want to ask you people here, if you will not go to work and include the commissioners of charities of each of the cities, and also the town overseers of the poor of the different towns in the counties. I have talked with a few of our own county and I think they would all be willing to come. They are all interested in the same work as you are, and we feel we would like to be associated with you.

MR. LODGE:

Mr. Ives is of the opinion, Commissioner, that, by the constitution adopted four or five years ago, the Commissioners of Charities of the different cities are on the same footing and have a vote in the convention and are members of the convention under the constitution.

A GENTLEMAN:

They don't include the town overseers.

MR. IVES (Reads):

"Section 1: Any county or city superintendent of the poor, the superintendent of the state and alien poor, keeper of an almshouse, representing the board of supervisors or any public insti-

tution interested in the administration of charity in the State of New York, may become members of this association, and entitled to a vote in all matters pertaining to the association."

A GENTLEMAN:

I thank you.

MR. REDMOND:

Mr. President, I would like to make another suggestion before you adjourn. I don't want the ladies and gentlemen, delegates, and superintendents to forget that the local photographer is going to be out in front of the hotel. He has been talking to me half a dozen times to-day, and I don't want you to forget him. If you want your pictures taken go out in front of the hotel.

A motion was made, seconded and carried that the convention adjourn until Thursday morning at 10:30.

Wednesday evening a great many of the delegates availed themselves of the searchlight ride among the islands.

PROCEEDINGS THURSDAY MORNING.

THE PRESIDENT:

In the absence of Dr. Stillman, who was to read to us a paper, "Problems Connected with the Placing Out of Dependent Children," Mr. Hugh P. Graham will read the doctor's paper.

MR. GRAHAM:

Mr. President (Applause): We desire to thank Mr. Lodge of the committee of topics and the superintendents of the poor for the privilege of coming before you and expressing our views of dependent children. If I come to facts that you wish to know something more about, don't hesitate to stop me, and if I can answer your questions I will gladly do so.

First, I will give you a short biographical sketch of our president. (Reads.)

"Stillman, William Olin, physician, philanthropist, antiquarian; born at Normansville, N. Y., September 9, 1856; graduated from Albany Medical School in 1878, has studied in the universi-

ties of Berlin, Vienna, Paris and hospitals of London, from 1883 to 1884. Physician to the Open Door Mission and Hospital for Incurables, 1887-88; lecturer on History of Medicine, Albany Medical College since 1896; largely instrumental in establishing Albany School for Nurses; president of the American Humane Association; New York State Humane Educational Committee; Mohawk and Hudson River Humane Society."

This paper is going to strike right home to some of you folks. If you want me to stop, I will and we'll talk it over. (Reads):

PROBLEMS CONNECTED WITH THE PLACING OUT OF DEPENDENT CHILDREN.

by

DR. WILLIAM O. STILLMAN,

*President the American Humane Association; President The
Mohawk and Hudson River Humane Society, etc.,
Albany, New York.*

(Paper read at the Thirty-ninth Annual Convention of the County Superintendents of the Poor, held at Columbian Hotel, Thousand Island Park, June 22-25, 1909.)

There have been two principal methods of disposing of dependent children which have been favored by the authorities in the United States for many years. In New York State, where vast numbers of dependent children are thrown upon public care, it has been customary to rely upon orphan asylums and other similar institutions to care for them. In many western states the practice of placing permanently dependent children in families for adoption has proved very popular. Under the institutional method in the east vast sums have been spent by private charity in building and maintaining private institutions designed for this purpose. The maintenance of these public wards in such institutions has caused a huge aggregate expenditure from the public treasury each year. In the west, on the other hand, the cost for maintenance of children, both for private charity and for public support, is relatively, as a rule, very small, as children are so largely placed

out in families or adopted. On the score of expense the placing out system certainly has great advantages. In addition to the economic argument there has been a gradually increasing conviction on the part of careful students of this subject that the effect of institutions, where much prolonged, has been baleful and unfortunate in regard to the proper development of the child. Much has been written concerning the evil effects of institutionalizing children. It is not my purpose to go into this phase of the question. I am satisfied, after a careful study of this subject for many years, that there is a growing tendency to favor the placing out system more and more. Whether this be true or not, a discussion of the problems involved in the proper placing out of dependent children and their successful after care is an eminently suitable one for discussion among superintendents of the poor at this important annual gathering.

I should classify the systems employed in placing out children in this State as two in number. The first is where the receiving institution like orphan asylums, homes and refuges for children, etc., undertake the work of placing out themselves. The second is where it becomes the self-imposed task of special societies organized for this purpose, although some do other work besides. The impression which I have derived from watching the operation of these systems is that grave defects are to be found both in the methods employed in placing them out and in the system of after supervision usually employed. Families are often necessarily broken up and a special effort has certainly been made on the part of certain institutions to absolutely prevent any knowledge of the existence or whereabouts of individual members of families which have been separated in order to find homes for them, when inquiry has been made in after years. Children have grown up knowing that they were living with foster parents and on attaining mature years have been exceedingly anxious to become acquainted once more with their own flesh and blood. Such children have appealed to the local Humane Society, with which I am connected, for help in ascertaining the whereabouts of their kindred, and we have met with rebuffs from the placing-out authority when trying to bring families together again. I cannot believe that this is right. It seems to me that every American

citizen, however humble his or her parentage, has an inalienable right to a knowledge of his or her kith or kin, and that the placing-out system commits a grave moral breach when it attempts to deprive such children of their birthright. To my mind such acts are unjustifiable from the standpoint of any question of expediency or policy involved, no matter what the excuse may be.

It has seemed to me that important questions of citizenship, which not infrequently arise in such cases, should not be dependent upon the whim of a private corporation, or the records of private placing-out organizations, which, I understand, are not infrequently kept in a careless, slipshod manner, and in some instances are said to have disappeared altogether. I have also been impressed with the lack of careful and regular supervision of children who have been placed out. At times frightful stories of abuse have come to the attention of our Humane Society in regard to such children. It would seem that most of these cases where such complaints have been made would have turned out better if the agents of the placing-out society had seen their charges at more frequent intervals and had taken the care, which I believe should be taken, to prevent exposure of young children to harmful influences. I do not wish to be understood as making charges of deliberate or intentional mismanagement against placing-out agencies, for I believe that they are undoubtedly, as a rule, managed by well-intentioned people. The evils which have developed have been incident to a poor system and insufficient funds with which to perform the work properly.

I might detail individual cases illustrating shocking abuses, but I will not take your time in this way or ask you to sit as a court in judgment upon any specific agencies. It seems to me, however, just and proper to criticise the methods employed where the results have proven unsatisfactory and open to reasonable criticism. Instances have occurred where children were treated more like cattle than human beings. They have been practically sold through methods employed by county authorities; as much so as black children used to be before the war on the slave blocks in the south. Persons have gone to county officials and offered to take dependent children off their hands who were being supported in well-managed institutions, on the payment of twenty-five dollars

apiece. After the bargain was consummated the agent would visit the asylum and have the children from that county line up like so many sheep, or so much cattle. A certain number that seemed to offer a favorable chance in each individual case to secure a foster home were checked off after a very cursory inspection. The agent would in the meantime advertise in the county newspapers for foster homes for children. The investigations into the character and responsibility of the persons with whom arrangements were made have often been of the flimsiest and most inconclusive nature. Children selected as previously described would be sent to these homes. Not frequently one or two visits only would be made subsequently to see if the children were getting on all right, and then they were left to get on as best they could. At times boys would run away, and drift from farm to farm, to become ultimately tramps and vagabonds. Fortunately, some homes were good and some children would turn out well, but I claim that the system has not been sufficiently careful, that not enough pains has been taken to inquire into the character of the people selected; that children were often sent out who were wholly unfit for adoption, especially by the particular parties selected; and that where abuses of a serious nature had occurred there was no redress or protection on the part of the placing out agency.

One of the worst features of this placing out system has been in the past that children were not infrequently railroaded to distant destinations in other states. The abuse which grew out of this practice, as children thus at times became public charges, finally resulted in many states passing laws preventing their being so placed out. It is manifest that this policy tended to separate very widely individual members of the same family in many instances, and often rendered it entirely hopeless to ascertain the whereabouts of children so separated. It should not be forgotten that many children are wholly unsuited for adoption because of temperament, mentality or health. Expert observers of this phase of this subject have estimated that not more than fifty per cent of the children in institutions are really eligible for adoption. This probably is not far from true. New York State has many splendid charities for children within its borders, and while the policy of placing out children suitable for adoption is un-

doubtedly a wise one in many instances, I have no fear but that the old time policy of our state in regard to its institutions will always be maintained in the main.

When we come to study the problems connected with the placing out of dependent children in an open-minded, fair and just way, I believe we are compelled to agree that radical reform should be instituted. In the first place, it seems to me that no one is as well qualified to know which children should be placed out and at what age they should be so placed out, as the management or superintendent of the institution in which the child is held. I cannot help feeling that it is a mistake to place this duty in the hands of an outside corporation which has for its principal purpose such placing out, and is necessarily largely unacquainted with the character and personality of each child. Such private placing-out societies remind me very largely of freight transfer offices. It seems to me, therefore, that the placing out of children should be instituted and carried on by the officers of the institution to which they have been originally committed.

In the second place, in order to overcome the alleged tendency on the part of many institutions to cling to children and to keep them an undue length of time, thereby doing harm to the child in many instances, and increasing the burden of the taxpayers unfairly, I would suggest that committees composed of two supervisors and the county superintendents of the poor should twice each year visit all institutions where children from the county are committed, and on consultation with the authorities of each institution should determine which children are eligible to be placed out. Such county officials should have their expenses paid and when they receive no salary should be given a reasonable compensation per day for time actually employed. This would result in a better and clearer understanding between the county authorities and the heads of institutions. I am sorry to say that some boards of supervisors have seemed to consider only the question of expense and not in the least the welfare of the children in connection with their ultimate disposal. Such a picayune policy is certainly not justifiable in this age of the world and in a civilization such as the United States is supposed to represent.

In the third place, I believe that all supervision should be made

and records of placed out children should be kept by the State, and should be under the control of the State Board of Charities. Institutions placing children in families should fill out proper blanks, standardized and prepared by the State, showing what has been done to ascertain the fitness of the parties in charge of the foster home, and of the necessary steps taken in connection with the placing out. These records should be on file with the Board of Charities at the State Capitol and it should be possible for members of families to trace their lost kin and have opportunity to procure evidence in regard to the identity of individuals through official records. Inspection by the State officials would result in greater care in foster homes and also in special effort being made by institutions not to place their children where they will be subject to unsuitable conditions. The committee of supervisors and superintendents of the poor would serve as a check on the institutions in respect to the undue detention of children and the resulting county expense, while the supervision of the State concerning all placed-out children within its borders would serve as a check on the institutions so that proper homes and after care would be secured. I believe that this method would also result in considerably less expense in regard to placing out. Finally, all records of this kind would be preserved, as they should be, under the care of the State, and there would be fewer complaints to the Society for the Protection of Children in regard to ill treatment in foster homes.

It does not require very much imagination on the part of those not familiar with placing-out conditions to realize that the motives which usually influence people in asking for older children for control or adoption are purely selfish ones. In my experience, the persons desiring to have children placed with them in eight cases out of ten wish to have those who are old enough to work. They desire to get cheap labor on the farm under conditions from which most children, as well as most adults, would revolt. At times these children are given a good chance for education and are treated fairly, but not infrequently they become mere drudges and slaves. Where babies and very young children are adopted this is not usually the case, although all too frequently persons adopting infants are wholly unfitted by temperament and dis-

position for the task. There are many noble exceptions, of course. In the case of those seeking children from ten to fifteen years of age the greatest possible care should be exercised to see that the children are not turned over to a species of slavery where the tasks are hard, the home conditions cheerless and unsympathetic, and the chances for the proper development of the child into a good citizen are about as poor as they can be. Parties desiring such placing out all too frequently are too penurious to hire suitable help, or else too poor to afford it. Here the child is simply ground between avarice and poverty, and his lot becomes a hard and sad one.

I am willing to admit that the pictures which I have painted are not pleasant ones. Nevertheless, these problems should be studied in all honesty and fairness. It is manifest to the most casual observer that reform is needed and that it is time that it should begin at home. I am fully convinced that the proper coöperation between the county superintendents of the poor, the boards of supervisors and the State Board of Charities would eliminate most of the abuses which now exist and would result in the proper solution of this important question. I would respectfully suggest that your honorable body appoint a special committee to study this subject in order to arrive at a fair and just solution of it, for I am convinced that the problem can be worked out satisfactorily, and I trust that the suggestions which I have made may aid you in arriving at a satisfactory conclusion.

THE PRESIDENT:

The discussion of Dr. Stillman's paper will be opened by Mr. H. S. Sisson.

MR. SISSON:

Mr. President, Ladies and Gentlemen.—There was quite a point made here of the regular visitation and supervision. I think in most of the counties of the State the system of visitation is moderately frequent. There are places where, perhaps, the children are not placed where it is possible to visit them very often. And then there are places we find out about the children through correspondence with the neighbors of persons acquainted

with the people, or the agents or some of the people in the office. I don't think the stated rule can be that all the children should be visited. In many cases an agent will visit a home and not find everything just exactly right, and then go to that home a short time after and find everything all right.

The proportion of abuse of children in homes — foster homes — I believe is a great deal smaller than the amount of abuse, proportionately, of children living with their own parents. (Applause.) Of course, if a child who is placed in a free home is punished in any way at all, the neighbors will immediately make up their minds that the child is abused. We have several samples of reports of that kind — that the child is made to bring in the wood and go out after dark for the mail, and is whipped terribly, and I don't know what all. When we know the full facts you will find it is a matter of jealousy between the neighbors, nine times out of ten; and people will be convinced that the placing is entirely wrong. I am not saying they are not the best.

In Erie county the old system of indenture is entirely done away with. We can take them any minute that we want to. The foster child would not be adopted but simply placed in a free home, and we can go and take that child away the next day if we see fit. There is no contract between any parties.

One portion of the paper; I think he finished up by saying that "the children were not placed outside of the State, or in distant localities." We are not allowed by law to place children outside of the State. We are also trying not to place them so far away from Erie county that they cannot be visited by a moderately short journey. I think we have no children east of Utica; they are practically all in Western New York.

Now, as to the statement made that there are not over fifty per cent. of the children in orphan asylums that are eligible for adoption. In my estimation more than fifty per cent. of the children in orphan asylums are eligible for adoption. The child placed in an orphan asylum at an early age, and left there for several years, will not be as desirable a child as one that has not had so much institutional care. I am a believer in institutional care to a certain extent. The average child should not be in an asylum more than a reasonable time, but there are a great many children that

will never be suitable to be placed in the ordinary family homes. I think, though, that some scheme of testing or something of that kind should be made about placing some agreeable child or some child that will be dependent upon charity all its life, in some home where they will be used right, that it should be done. We have a number of cases in Erie county that I am particularly acquainted with. A boy, sixteen years old, paralyzed from his hips down. That boy, in all probability, will be a public charge for some time. He is learning telegraphy. It seems to me if that particular case, and thousands like it, were brought to the attention of philanthropists this boy would be brought up all right. That boy, in all probability, will be an inmate of some institution until he is fifty years old, if he lives that long. He will be an inmate of our institution unless something of that kind can be done.

The point I wish to make is this: that the undesirable child should be placed in a certain class of homes. Desirable children, good looking children with bright, blue eyes — everybody wants them; but no one wants the child that is a bit cross-eyed or something of that kind.

Now, he suggests in that paper that a committee of two supervisors and the superintendents of the poor visit these institutions and decide which children shall be placed out. I wish to take issue with that for this reason: In counties that have lady agents for placing out children they are visiting these institutions almost weekly, and seeing these children they have a better chance to judge than any of these officers he mentions. You could get a mistaken idea of a child by seeing him only twice a year. Mrs. Grannis, at Syracuse, probably sees these children twice a week and she finds out whether they are, in her estimation, proper children to be placed out, or not; and I believe the agents are in a better position to investigate and report to the superintendents and advise them whether such and such a child, in their opinion, should be placed out. I know I could not go into the orphan asylum once a month and tell which child should be placed out. I should want to take the matron's word for it. I should want to watch the children and see them playing before I could form a very good opinion.

He speaks of adopting a child into the wrong home. The practice in our county, and several counties, is that we never give adoption papers immediately upon the taking of the child if we know the home is a good home. It is usually four to six and eight months before the actual proceedings are consummated, making that child the child of foster parents, and provided there are several visits, which are always made, and records made of that particular home to be sure that child has gone into the right home.

Of course, we are all human and make mistakes. We might get the right child into the wrong home. But, by leaving him there six or eight months you safeguard, at least, to a great extent.

I am a confirmed believer in placing children in family homes.

We have a great many children in our county that are not placed and will never be, in all probability until they are old enough to leave our institution. We teach them trades and different things so they will be self-supporting. That is different from the ordinary orphan asylum. We have one place, St. Vincent's Training School for Girls, where they teach them millinery and dressmaking. Perhaps there are a larger proportion of older girls in that institution than in any other institution in Buffalo.

I believe the antipathy or prejudice against placing out children is fast passing away.

Up in the National Conference of Charities in Buffalo, last week—or week before last—I heard something said by a man which struck me as absurd. He said that children born in the city should be placed in city homes, where they have the advantages of play grounds and things of that kind; that it was an injustice to take them away from those privileges and place them in the country where they have none of them. He evidently doesn't know that those things are natural in the country and artificial in the city. The city is trying to provide for the city something that is natural to the country boy. I told him that the district school in the country is as good a place for the boy up to the time he goes to high school; as good as any school in the city, and a boy or girl that is naturally bright and learns faster than his fellows will have a greater chance for advancement in

that school than in a school where there are 3,500 pupils that are kept in a grade until the next examination regardless of what progress they make. The exceptionally bright boy or girl is dragged down by the dull boy or girl. We get children nearly every day in Buffalo, ten and twelve years old, in the first and second grades that have been to school for a few weeks in the school year. They move from one set of rooms to another, and the truant officers cannot keep track of them, and they don't know whether they go to school, or not. In a rural district, if there are three or four children in a family, and they do not come to school, the neighbors know it, and they are reported to the truant officer and they have to go.

I believe, all things considered, that the best home, as a rule, for the children is in the country. It is so in our county and I expect it is so in every county in the State. They can go out and have some fun without having trouble, and if they want to eat an apple they haven't got to steal it off from some push cart. I thank you. (Applause.)

MR. GRAHAM:

I would like to answer some of Mr. Sisson's questions. We did not come up here to be unkind or mean. We came up here to get a few ideas.

Now, down home, where we come from, the orphan child knows, and the men and women that have got children know that we are always ready at any time to help them. Now, we watch our children from the minute they are placed in homes, and the child knows it. We watch them day and night. We want to take care of those children.

I don't know who it was — someone went down to St. Agnes School and got a Catholic boy and took him back and put him in a Protestant home. That boy is there — and there is no better citizen in that town than he is. But, he was brought away from his religion. He is going to marry the farmer's daughter; they are going to have a big time up there (laughter); but he marries that girl and he is drawn away from his religion. What religion will his children have? That's what we want to find out. (Applause.)

MR. TROTT:

Mr. President, Ladies and Gentlemen.—As the representative of the oldest society in the country for the placing out of children, I think that I can say a little on both sides of the question that has been presented by our friend.

Now, I have a few facts here that I wish to present to you in regard to this matter. It will take only a few minutes.

After listening to the very interesting speeches and papers read on the various subjects by those who are deeply concerned in advancing these special lines of work, I am convinced, more than ever, of the great sympathy and desire to improve the conditions and welfare of those who are so unfortunate that they cannot help themselves, consequently are dependent on assistance from those who are in a position to give it.

While very much has been done in the past to help the needy and destitute of all classes, especially dependent children, the number of which is increasing so rapidly, I am pleased to be able to speak again of the excellent work done by the pioneer society, who introduced the system of placing friendless children in private families to receive the ordinary care and comfort of a home. I refer to The Children's Aid Society of New York, that for fifty-six years has been wrestling with the problem of how to save and prevent helpless children from becoming paupers, so that when they are grown up they will be able to support themselves, and without assistance from others.

In looking over the report of the work accomplished during the past year, I was astonished to learn of its immensity and success. I find that in the six lodging houses for boys and girls 8,248 were registered. In its homes for small children and at the farm school 1,270 were cared for, making a total of 9,518. Many of those children were received from orphan asylums, homes, friends and superintendents of the poor throughout the State, who take advantage of the opportunity given to provide homes for their children needing them, for which the Society ask that a small sum be paid towards the expenses of caring for each child, as it looks after and cares for them until they are 19 years old.

Out of the number mentioned above, 685 were placed in homes, 862 were provided with places where they received wages, 528

were returned to relatives and 1,337 of the large boys were helped to enlist in the army and navy, making a total of 3,412.

As I have already said, the Society looks after its wards until they are 19 years of age; it had under its supervision last year 2,128 children, to whom 3,210 visits were made. Great precaution and care were taken in the selection of the homes, as the welfare of the child for time and eternity, to a great extent, depends upon the effort made to start it with all the advantages possible in its favor.

In regard to the success of the work, the Society claims that about 87 per cent of the children are doing well, 7 per cent were returned to New York, 2 per cent died, 3 per cent left their homes and disappeared, and less than a quarter of one per cent committed petty crimes and were arrested.

During the existence of the Society it has placed in homes 26,268 children. Most of the boys and girls have become farmers or farmers' wives; while others have become Governors, Members of Congress and State Legislatures, sheriffs, district attorneys and a judge, county commissioners, bankers, merchants, lawyers, physicians, postmasters, railroad officials, journalists, principals of high schools and teachers, clergymen, college professors, artists, and one a clerk of the United States Senate.

And now, gentlemen, you who are anxious to advance the welfare and happiness of your wards, instead of placing them in homes near enough to be visited and influenced by friends who sometimes induce them to leave their homes and return to their old associates, take advantage of the opportunity given and place them under the care of the Children's Aid Society, to be provided for, as this is the most economical and successful plan you can adopt. By so doing you will save yourselves much worry and anxiety, and have the satisfaction of knowing you did the best thing possible for the children needing your help. Ladies and gentlemen; I thank you. I might say farther —

THE PRESIDENT:

I am sorry, but we will have to cut your remarks short. The next on the program is a paper by Miss Mary Vida Clark, Assistant Secretary, State Charities Aid Association, of New York.

Her subject will be "County Agencies for Dependent Children."
Miss Clark (Applause).

MISS CLARK:

Mr. President.—The work of the agency for dependent children is to know all about every child who is, or has been, or is likely to become dependent in the community that the agency serves, and to do for that child whatever the best interests of that particular child seem to require. This involves, first: an acquaintance with the child; second: an acquaintance with its relatives and friends and a knowledge of the family history; third: a knowledge of what can and should be done, and how to do it; and, fourth, doing it.

To get all the information required for a thorough understanding of the case, and then to dispose of the case in the best way, takes a great deal of time, and thought, and effort, and also a considerable amount of common sense and general ability and preliminary training on the part of the person who does the work. It is work for which every superintendent of the poor needs assistance. He could no more do it properly by himself than he could run an almshouse alone, without capable helpers.

There are two practical ways of getting this work done. One is for the board of supervisors to employ agents to assist the superintendent of the poor, just as helpers at the almshouse are employed to assist him there. The other way is for the board of supervisors to enter into an agreement with a private society to help the superintendent of the poor to do this work just as private institutions are used to board the children who are wards of the county. Each way is proper and he has numerous precedents. Perhaps in some places one way is better, and in other places the other way. As I represent the State Charities Aid Association, which is now coöperating with seven counties and two towns in doing this work and hopes to coöperate with others, this method is the one which is most familiar to me, and regarding which I will speak. I wish to give you a few reasons why the method of coöperation with the State Charities Aid Association is a good method at the present time in the State of New York.

The State Charities Aid Association is a volunteer society of some two thousand members, widely scattered over the State, who are working together for three purposes. First: the visitation and improvement of public charitable institutions; second: the improvement of the care of dependent children, especially by placing them in family homes; third: the prevention and curing of tuberculosis. The Association is supported by private donations, and is independent of political or sectarian considerations.

The Association's work for children divides itself into two branches, consisting of, first: a bureau at the central office in New York City for placing out dependent children in family homes, taking children from institutions and officials all over the State and placing them in free family homes in many parts of this State and in adjacent States. During the eleven years since this bureau was started it has placed out nearly 900 children, most of whom were formerly public charges. Second: county and town agencies for dependent children, established by local county or town committees of the Association in coöperation with county boards of supervisors, or with town boards. The plan of coöperation is, in brief, for a committee of the Association to enter into an agreement with a county or town board to perform certain services in connection with dependent children, employing an agent for the work. The board, on its side, agreeing to pay a certain amount monthly towards the salary and expenses of the agent; the general plan being for the board to appropriate enough to cover the salary, while the committee raises, by voluntary contributions, the amount required for traveling and office expenses.

Some of the advantages that this arrangement has over the purely public agency established directly by public boards without the coöperation of these volunteer committees, are as follows:

First.—It secures the active interest of a committee of public spirited citizens who are preëminently responsible for the work, and who continue through different administrations, so that a change in the superintendent of the poor does not interfere with the continuity of the work.

Second.—It makes possible the appointment of agents solely for merit and regardless of political or sectarian considerations.

Third.—It costs the public treasury less, because the committee usually raises by voluntary contributions from one-third to two thirds of the amount needed to pay salaries, traveling and office expenses.

Fourth.—It relieves the public officials of the arduous labor of organizing and directing the work, which is undertaken by those especially experienced in such work, though the real authority remains with the public officials.

Fifth.—It puts at the disposal of the community where such an agency is maintained all the facilities of the Central Placing-Out Bureau of the State Charities Aid Association, and the other central departments for children, free of charge to the locality, though the cost of running the children's department maintained by the Association in New York City is about \$12,000 a year.

In counties where there are at present no local committees of the Association now in existence, we stand ready to organize committees to undertake this work, whenever the public authorities are ready to coöperate. We have never yet had one of our committees refuse to add this branch of work to their other activities when we have called attention to the great desirability of having it done.

The form of agreement entered into between our committees and the boards of supervisors, or town boards, covers some ten different branches of work for children, all of which may be summed up in the statement of the aim of the work with which this paper began, namely: To know all about every child who is, or has been, or is likely to become, dependent in that county or town, and to do for that child what a study of his special case indicates to be desirable. This means, first of all, a thorough investigation of the family circumstances of every child supported at public expense, and of every child for whose commitment, as a public charge, application is made. When such investigations have been made they have shown in every one of the eight counties and towns where our agents have been at work for any length of time, that a very considerable proportion of the children supported at public expense should never have been accepted as public charges, or, if proper charges when accepted, ceased to be so before the investigation was made. It was found that large numbers

of children can generally be returned to relatives who have good homes and are able to give the children proper care and training; those without relatives, or whose relatives would be improper guardians, can be placed out in free family homes where they are received and treated as members of the family, and small children are generally legally adopted. Frequently feeble-minded children are found who can be sent to the State School for the Feeble-Minded, where they are maintained at the expense of the State and given the special care and training that they need. Frequently it is possible to prevent the breaking up of families, especially those of widows with little children who can be assisted by public or private charity to maintain their homes and care for the children, rather than to have the children committed at a much greater expense to private institutions. For a more detailed account of it I refer you to the reports of the different agencies, which can be obtained at our central office.

To carry on such work properly requires the full time of a strong and capable agent, and it is needless to point out to this audience that a superintendent of the poor, with all his multiform duties, cannot give such work the time and attention that it requires. But, while he cannot do the work properly alone, it cannot be done without him. He must stand behind it with his authority, as he stands behind the officers and employees of the almshouse. The agent has no rights except what are derived from him, and these are all the rights he needs, and all that we ask for. I think it very creditable to the superintendents of the poor in the counties where we have agencies for children, to be able to say truthfully that all the power we need is the power to inform and advise the superintendent, because when our advice is good he almost always takes it, and when our information is correct and complete he acts on it, or authorizes us to act for him. Sometimes a superintendent of the poor to whom we have suggested the desirability of having an agency established in this county, has asked us frankly what would happen if he wanted one thing and the agent another, and we have always replied that, of course, his decision must be final, unless it were a matter of such importance as to be referred to the board of supervisors. As a matter of fact, the only matters ever yet referred to the super-

visors have not been matters of disagreement between the superintendent and the agent, but matters where they agreed as to what was desirable, but where a question of the expense was involved and the superintendent did not wish to take the responsibility of incurring the expense, without special authority from the county board.

It may be asked whether there is work enough for such an agent in the smaller counties with comparatively few dependents. We think that any county, where there are more than twenty dependent children, needs an agent for dependent children working full time. In any county where there are fewer than twenty dependent children, one of two courses should be followed: Either a capable person should be employed on part time — and it is not difficult to get such people — or else an agent should be employed on full time, devoting part of her time to work for children, and the rest to such other public charitable work as most needs to be done. It is seldom realized how much work there is in every county in this State which is crying for attention from people who understand how to do it.

In the first place, there is probation work — suspending the sentence of the boy or girl who has committed an offense and turning him or her over to some competent person to be reformed at home rather than in an institution. The trouble with sending a delinquent child to a reformatory is, that when he comes out he has to adjust himself all over again to life in the world, with the stigma upon him of having served a term in such an institution, and without the restraint he has become accustomed to there. The advantage of reforming the offender at home is that he is being all the time fitted to cope with the difficulties that he must meet in life. Sometimes the child's delinquency is found to be due to some maladjustment at home that an intelligent and sympathetic visitor can correct. Perhaps the parents need advice and help as much as the child. Putting the child on probation, in the care of a well-qualified probation officer, gives him another chance under the friendly guidance of someone older and wiser who tries to understand his difficulty and help him to overcome his faults, and who, in addition, has the authority to remand him to court and recommend his commitment to a reformatory if he shows

himself intractable at home. There are many children in every community who would be benefited by being put on probation, and there is no work which agents can undertake which is more preventive of evil than this probation work.

There is no form of charity that more greatly needs to be looked into, and better organized than public outdoor relief, and in connection with such work an agent for dependent children is well qualified by training and experience to be of great assistance to the superintendents and overseers of the poor. Some of our agents, notably the one in Rockland county, have helped the superintendent of the poor by investigating, at his request, many of the families or individuals who are relieved in their homes, and where this coöperation has been possible, large economies of public money have been made.

Ordinarily county superintendents of the poor give comparatively little outdoor relief. It is the town overseers to whom is intrusted that most delicate and difficult branch of charity—assisting the needy family or individual at home; a branch of charity that is usually undertaken in large cities, only by highly trained experts who make it a life profession. It is no wonder that the overseer of the poor entering this profession, (and it is, in my opinion, as much of a profession as law or medicine, and no more to be lightly taken up than either of these,) entering it without any more equipment than ordinary common sense and good intentions is likely to make a great many mistakes.

As an example of how a trained agent for children can help in such a situation, I will instance our recent and still continuing experience in the city of Amsterdam. Last July the Montgomery county board of supervisors and the State Charities Aid Association coöperated in establishing a county agency for dependent children, and a capable young woman was employed as agent to look into the circumstances of the dependent children of the county, then some twenty-five in number. Our attention being directed to this locality, we soon discovered a remarkable situation in the city of Amsterdam. This city, with about 27,000 inhabitants, appeared to be spending about \$20,000 a year for out door relief. We compared this with the amount expended by the city of Poughkeepsie, a city of about the same size, which

spent last year about \$3,000 for outdoor relief. Our experience with other cities, with which we were acquainted, indicated that the figures for Amsterdam were as excessive as this comparison would seem to indicate. The city officials were found to be somewhat exercised over the situation, and were easily persuaded to make a small appropriation for an investigation, by our agent, of the existing conditions. This investigation developed a remarkable state of affairs. No dishonesty or wilful carelessness on the part of the overseer of the poor was indicated, but he and his predecessors were found to have been in the habit of giving relief to almost everyone requesting it, without proper investigation. A family or individual, once entered upon the list, was likely to remain there and to be given continuous relief for years without an inquiry as to whether a change in the circumstances had not rendered relief unnecessary. It was even found that in many cases relief orders were mailed to the applicants, and that this had been going on for years, though the need for the relief had completely ceased soon after the time of the original application. Relief was found to be given in many instances to families with several able-bodied working members who brought in a comfortable income. The results of this preliminary investigation were so startling that the city was glad to make a larger appropriation for permanent assistance in the office of the overseer of the poor, and the agent for dependent children, who had so successfully undertaken this work, was put in charge, with an assistant to relieve her in connection with the work for dependent children. On February 1st, before the investigation was made, nearly two hundred separate orders were issued by the overseer of the poor. On March 1st, the agent, with the overseer in his office and by securing a statement from each applicant, of the makeup of the family, and of its present needs, succeeded in reducing the number of orders to 68. The financial saving is illustrated by a comparison of the amount expended for relief in June, 1908, and in June, 1909. Last year the amount was \$998.84, this year it was \$596.35, a reduction of nearly 40 per cent. The city is paying \$75 a month for the services of the agent who is responsible for this reduction. The financial advantage to the city is obvious. More important, however, is the fact that at last a halt has been

called in this long-continued, most unfortunate and unnecessary pauperizing of a large number of individuals and families who could be and should be completely self-supporting. Perhaps there are other cities that need such work as sorely as the city of Amsterdam.

The experience that we have had in the nine counties and towns where we have agencies at the present time, and our investigations in some of the other counties where we hope to establish them, has led us to believe that every county needs at least one professional charity worker in addition to the public officials. Our agencies are typical of many different conditions; they are located from Long Island to the central part of the State. They serve both large and small communities. The number of children under their supervision varies from 25 in Montgomery county to 600 in Oneida county. The seven county agencies are in Rockland, Dutchess, Columbia, Schenectady, Montgomery, Herkimer and Oneida. The two town agencies are in Newburgh, which has been in existence fifteen years, and in Oyster Bay, which began last week. Any superintendent or supervisor desiring to have such an agency in his county, is asked to write to the State Charities Aid Association at its central office in the United Charities Building, in New York City, and our Superintendent of County Agencies, Miss H. Ida Curry, will be glad at any time to visit any part of the State where the establishment of such an agency seems feasible.

MR. WEISZ:

I beg your indulgence for just a moment. I note on the program there is to be a session to-morrow morning at 9:30. I think you all realize that there are many who wish to leave here to-morrow morning, and I would suggest that we finish up our business to-day, so that the people who have to go, can get away.

MR. BAKER:

Without interrupting the discussions the committee on organization would like to make the following report:

Your committee on organization respectfully reports as follows:

For President, A. C. Sutherland, Orange county.

For First Vice-President, C. E. Dodge, Chautauqua county.

For Second Vice-President, F. J. Lattimore, Cayuga county.

For Secretary, C. E. Weisz, New York City.

For Treasurer, H. S. Sisson, Erie county.

(Signed)

JONATHAN BAKER,
W. W. ELDEN,
H. D. NOTTINGHAM,
A. D. SMITH,
PATRICK REDMOND,

Committee.

MR. BAKER:

The constitution provides that the election be made by ballot. I would move you that the secretary cast one ballot for the names of the officers read.

A GENTLEMAN:

I second the motion.

THE PRESIDENT:

You will please—

A GENTLEMAN:

The motion has not been put to the body of the people here. The motion was made and seconded, but not put before the people.

MR. WEISZ:

Question, Mr. President.

THE PRESIDENT:

You hear the question; what is your pleasure?

MR. BAKER:

The constitution provides that the election be made by ballot—

A GENTLEMAN:

I don't ask for that! I ask that you ask for the vote of the people.

MR. SISSON:

As I understand it the majority of the people in this convention are not entitled to vote; it is the officers —

MR. LODGE:

To save time and stop this discussion I would suggest the president put the question to the convention now.

THE PRESIDENT:

The question is: "Shall the Secretary cast one ballot for the names of the officers as read?" All those in favor of the motion say "Aye." Those opposed "No." It seems to be carried and is carried. We will now have the report of the treasurer.

MR. IVES:

(Reads report as follows:)

REPORT OF TREASURER FOR 1909.

1908.	<i>Disbursements.</i>	
June 26—Express on books.....	60	
C. V. Lodge, for printing.....	26	35
July 10—F. C. Eastman, stenographer.....	35	00
Salary Sec. and Treas.	75	00
Telephone, stamps, expenses	4	32
Printing proceedings	201	25
		<hr/>
		\$342 52
	<i>Receipts.</i>	
Contributions at convention	250	00
Received since convention	50	00
Balance in treasury as per last report.....	19	42
		<hr/>
		319 42
		<hr/>
Due treasurer, June 22, 1909.....		23 10
		<hr/>

Respectfully submitted,

JAMES W. IVES,
Treasurer.

MR. IVES:

Ladies and Gentlemen.—I wish to take this occasion to thank you most cordially for the treatment which I have received during the nineteen years I have been in this organization. You have nobly stood by me; and this is one of the years I have been obliged to report a deficiency in the treasury.

A GENTLEMEN:

I move that the report be accepted as read.

MR. IVES:

The secretary finds one ballot cast for the list of officers as read by Mr. Baker.

MR. WEISZ:

Mr. President.—I do not wish to occupy the time of the convention, but, since time and death are no respecters of persons, I want to say that I thank this convention upon electing me to the office of secretary, and I can only trust to the good advice and assistance that experience has brought to our good brother, Ives — I trust that I shall make as good a secretary as he has been in times gone by. I regret sincerely that he has found it necessary to retire, and that the burden of life has crowded him to that line to which we all must come at some time. I trust, however, that his days may continue so that he may enjoy many a good conversation with those with whom he has associated during the past eighteen or twenty years. He is worthy of the commendation of this organization, worthy of their assistance, and I trust, when I shall have concluded the duties of my new office, that I shall be as worthy as he. I beg him to assist me in my undertaking. I also trust for the assistance of every superintendent and every supervisor or member of this body, that I may succeed as well as our good brother Ives has, and I move that a vote of thanks be tendered him.

MISS CLARK:

I second the motion.

The motion was put by the president, and carried unanimously by a rising vote.

MR. IVES:

Again, I thank you.

THE PRESIDENT:

This discussion will be opened by Miss H. Ida Curry.

MISS CURRY:

The dining room will not be open for ten minutes and I promise you I will not take five.

In the work the county agents have to do, the work divides itself into three heads:

First: The prevention of dependents — of children getting into the institutions. That to me is the most important thing a county agent has to do.

Second: Returning the children to their own family and relatives. That seems to me the next most important thing an agent can do.

Third: Placing such children in free homes, for adoption, as have no homes to which they can be returned.

In selecting these homes it is extremely important that certain well-defined lines should be followed.

In the first paper of the morning reference was made that this placing be left in the hands of institutions. There is no one that will speak a better word for institutions; but they are not equipped to do the business of the placing-out work. They have not all the best officers. There are a few exceptions. The work often-times falls upon the already very busy superintendent or some volunteer. That work is sometimes most excellently done by these people; but the institution is not equipped to do the regular placing-out work. As a matter of fact, most of the institutions do not attempt to place a child until they are about fourteen years old. They keep them in the institution until that age, and then they attempt to place them in homes. Then it is the danger comes, of placing them where they are wanted — too often merely for the

work they will perform. That is the most important point. When a child is not taken away from an institution until it is ten years old, it is usually taken for the work it will perform. Therefore, it is extremely necessary that when a child has no proper relations, or relatives of any kind, to whom it can be returned, it should be placed in a family home at the earliest possible age.

The oversight of the child is also most important whether it is returned to its family, or placed in a free home. It is important that that family be kept in touch with the authorities. Very frequently the county agency will put a child back with its parents on certain conditions; and by frequent visits that whole family is brought up to a higher tone.

The agencies are also very particular not to return a child to a bad family home. It is just as important to keep a child from going back to his own people as it is to take it away from them when they are not proper people to have the care of the child. It is by that means — by oversight, that such excellent work is done; and we are only too glad to have them come and report to us so the child may be rescued from that environment.

It sometimes happens — the law does not compel a superintendent to return a child to a home — but sometimes complicated circumstances will arise, making it seem necessary to take that class of cases to the court and get the court to commit the child so it may be cared for. I would be glad to speak more in detail on the work at any time.

Just as an instance of leaving the decision in the hands of the institution, as to whether or not the child shall be placed — this was brought to my attention recently. A very excellent family home was found for a boy who was in an institution. This child had been committed to the institution some time before. The head of the institution refused to let the child go. Further investigation showed that this institution was to give an entertainment on the 4th of July, and they wanted the boy to play for them in the fife and drum corps. I have handled a great many children's entertainments, and it is desirable to have them on hand for their part; but, to hold this child in that institution and have the county paying two dollars and a half a week, for five or six weeks, so they might have him in their entertainment, seems perfectly ludi-

crous. I would be perfectly willing to let the boy go back and play — I would help pay his expenses.

This committee of the superintendent and two of the supervisors seems to me to be very impractical. More expert judgment must be used in the matter of placing than can possibly be given in that way. In my opinion, I feel that the only possible way to have the work done satisfactorily is to have expert assistance, such as is given by men who are thoroughly experienced in the work. (Applause.)

MR. WEISZ:

I beg to ask permission to withhold the report of the committee on resolutions until the banquet this evening.

HON. V. E. PECKHAM, Jamestown:

Mr. President, can I make a little suggestion? There is one important fact, to my mind, that has been omitted in reference to placing these children, and, at some future time, when there is more time, I would like to hear that discussed. I refer to the maintaining the identity of the child, so that it may know, when it is old enough, who he or she is.

I want to cite, in brief, two persons that I know — One, a lady, who is about 87 or 90 years old. She was married to a man who was very wealthy, and they had five or six children. That woman to-day does not know who she is or who her parents were. She does not know her age, and yet she is a bright, intelligent woman.

I have a client in my charge at the present time, who was taken by a very good family in Pennsylvania, when she was being taken by her uncle to the poorhouse in Pennsylvania. I would tell you her age if she knew; but she was educated in a home conceived in fraud and deception. She was taught to believe she was their child and that the people who had possession of her were her father and mother. Now, that girl never discovered the fraud that had been perpetrated upon her until after her would-be father died, and her mother came to probate his will. She came to me to take care of it for her. I told her she must tell the girl who she was, but she didn't. And, five years after, when this mother died,

I had to tell the girl that she was not their daughter, and, for the last four or five years, she has been spending all her earnings trying to find out who she is; she wants to know who her relatives are, who she is; and, I think, sometimes this question can be brought up and discussed by these people who know more about it than I do.

MR. TROTT:

I know a case on the opposite side. Our society placed a child in a home in the west a number of years ago. In the correspondence that was kept up between herself and the society, she asked a great many questions in regard to her parents, and so forth. The correspondent, to some extent, did not answer her questions as she thought they ought to have been answered. She had gained the impression that she was the daughter of some rich family, and that the society was keeping back information from her. She came from the west to New York City, and to our office, and, in a rather unfriendly spirit, wanted to know why it was her questions were not answered, and so forth, and if there was anything kept back from her that she ought to know. After listening to her, our bookkeeper took the record down and showed her her history. After looking it over — oh, the change that came over her; it is beyond description. She said: "I don't wonder now why you kept my early history from me, and I see now how very foolish it was for me to insist upon knowing who my parents were."

MISS JOHNSON:

I have a very important question, at this time, I wish to ask of Mr. Graham:— if they separate the nationalities and feed them as he suggested in his remarks? (Applause.)

Upon motion, seconded, the convention voted to adjourn to the next annual meeting in June, 1910, after the banquet which was to be given Thursday evening by the members of Jefferson county delegation at the Columbian hotel.

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THURSDAY EVENING.

The banquet was served at seven o'clock, and the large dining-room was crowded to its limit. The menu was an excellent one. The several toasts were responded to as per the toast list furnished with the menu, with one exception, and that was filled by the Hon. V. E. Peckham.

At the banquet the committees on resolutions and time and place reported as follows, which reports were accepted by unanimous votes:

REPORT OF THE COMMITTEE ON RESOLUTIONS.

The thirty-ninth annual session is fully recorded as a success beneficially, educationally, and by the large attendance — wholly due to the progressive efforts and energetic coöperation of all the superintendents of the poor, the several boards of supervisors, commissioners of charities, and the president of the Letchworth Village Commission, to the residents of the City of Watertown, and the county of Jefferson, and the host of the Columbian hotel, Mr. L. A. Johnson.

Special mention is due to Mr. Dunaway, chairman of the local committee of arrangements; Mr. P. Redmond, commissioner of charities of the city of Watertown, for our pleasurable stay at Thousand Island Park; to Mr. C. V. Lodge, chairman on topics, for his usual good taste in the selection of the several subjects, and to the Hon. W. R. Stewart, Hon. Franklin B. Kirkbride, Dr. John A. Kingsbury, Dr. W. T. Shanahan, Dr. W. O. Stillman, Miss Helen L. Johnson, Mr. H. D. Nottingham, Miss Mary Vida Clark and C. E. Weisz, for their able presentation of the several subjects assigned to them and their cheerfulness in complying with the request of the committee on topics.

We regret to be obliged to announce that death has knocked at the door and called our respected associate, Lyman M. Brown, of Lewis county, to that land whence none return; therefore, be it

RESOLVED: That we make record of our loss and express our sympathy to those who are left behind.

We regret the loss of the valued services of our time-honored associate and secretary, James W. Ives, who, after a term of 21 years' attendance; two years of that term as president and 19 years as the secretary of this association, has, because of ill health and burdened time, decided to vacate the office of secretary. Therefore, be it

RESOLVED: That this association tender its many thanks for his past services, and give him every assurance of our lasting friendship and encouragement, and best wishes for the speedy restoration of his good health for the remainder of his days, which, it is the prayer of all, will be happy and profitable to him and his lovable wife.

RESOLVED: That our thanks be tendered to all who have, in any particular, made our stay joyful. Be it also

RESOLVED: That our thanks be tendered to the press for their courteous and satisfactory treatment in reporting the proceedings of the several sessions.

Respectfully submitted,

BY THE COMMITTEE ON RESOLUTIONS.

REPORT OF COMMITTEE ON TIME AND PLACE.

THOUSAND ISLAND PARK, *June 24, 1909.*

The committee on time and place, appointed by the chairman of the convention, has selected, subject to the approval of the convention, Niagara Falls, Niagara county, as the place for the next annual convention; and the time, June 23 to June 26, 1910.

Respectfully submitted,

W. W. COLLINS,

Chairman.

S. W. PEARSE,

Secretary.

REPORTS OF AGENCIES.

REPORT OF THE ERIE COUNTY AGENTS.

Our work continues to grow in favor and it meets the hearty sympathy of the people as they become convinced that our aim is to readjust, as far as is in our power, the evil resulting from the wrong conditions of society, in restoring the homeless, friendless, destitute child to proper, normal conditions.

The boarding system has been a decided success, and has indeed become a necessity. We are often asked to remove a troublesome child from the orphan asylum; the boarding house saves him from the reformatory. On the farm, or in the town, with plenty of scope for his energies, he often becomes the most desirable citizen, and if he does not remain in the boarding house, some friend or neighbor will give him a home.

We use every effort to keep the children out of correctional institutions, to keep families together, to help mothers to care for their children, and to bring to justice the destroyers of homes and happiness.

We are under the direction of the superintendent of the poor, and have many opportunities to "help out" in ways not directly connected with child-placing.

We aim to visit the children under our supervision as often as possible. Looking back over nearly thirty years of the existence of our agency, the results are very gratifying. A most complete system of records helps us to obtain speedy information in regard to all children who are wards of the county.

MARGARET CULLEN,

JULIA M. SCOLTIC,

HENRIETTA M. WURTEMBURG,

JENNIE R. HOUSE,

Erie County Agents.

LIST OF DELEGATES IN ATTENDANCE.

(AS REGISTERED.)

Andrews, M. D. (and wife), Supervisor.....	Millbrook
Adams, Herbert A.....	Manlius
Boyd, E. T. (and wife), Supervisor.....	Sodus
Brooks, D. C., Superintendent.....	Spencer
Bennington, J. R. (and wife).....	Batavia
Baker, Jonathan (and wife), Almshouse Keeper.....	Yaphank
Bigalow, A. C. (and wife), Supt. and Matron.....	Lockport
Black, Newton (and wife).....	Stanley
Bull, Mary J.....	Newburgh
Brophy, Jas. W., Supervisor Erie Co.....	Lancaster
Carman, I. P. (and wife), Superintendent.....	Oak Summit
Cole, Charles L. (and wife).....	Pleasant Valley
Craft, G. H. (and wife), Superintendent.....	Oakfield
Crosman, Cortland, Superintendent.....	Alexander
Curry, Ida H., S. C. A. A.....	New York
Collins, W. W. (and wife), Superintendent.....	Newburgh
Cullen, Mrs. Margaret, Agent, F. P. C.....	Buffalo
Dillenback, William (and wife).....	Fonda
Dunaway, F. P. (and wife).....	Watertown
Davis, Mary E.....	New Paltz
Dalrymple, Isaac (and wife), Superintendent.....	Preston
Devendorf, Mrs. C. B. and F. B.....	Watertown
Dorley, C. E.....	Dewittville
Deacon, Mary A., S. C. A. A.....	New York City
Dodge, Florence R.....	Dewittville
Dodge, C. E., Superintendent.....	Dewittville
Ellis, C. E.....	Camillus
Eastman, F. E. (and wife).....	Warsaw
Everingham, Amelia (Hospital)	Onondaga
Emory, Archer B.....	Buffalo
Flore, Edward	Buffalo
Grumsby, C. T.....	Palmyra
Grunder, D. C.....	Angelica
Grunder, Mrs. D. C., Matron.....	Angelica
Griffin, E. W. (and wife).....	Batavia

Guy, Miss E. W., S. C. A. A.....	New York City
Gates, A. C., Superintendent.....	Canton
Gates, Mrs. A. C.....	Canton
Gates, Miss Nellie	Canton
Graham, Hugh P	Cohoes
Grobe, George	Cohoes
Goler, Amelia M., A. of C. A. S.....	Rochester
Gilmore, J. J. (and wife), Supt. of Livingston Co.....	Geneseo
Grannis, Florence A., Co. Supt. for Placing Dependent Children.	Onondaga
Hart, T. A. (and wife), keeper and matron.....	Linden
Hornbeck, Fred C.....	Poughkeepsie
Hickey, Frank B. Com. of Charities.....	Yonkers
Hill, Robert W., Secretary State Board of Charities.....	Albany
Hitchcock, D. W. (and daughter)	Poughkeepsie
Hillman, Geo., Supt. of Poor.....	Gloversville
Heilbronn, Martin, Keeper Erie Co. Almshouse.....	Buffalo
Heilbronn, Martin (Mrs.)	Buffalo
Healey, M. J.	Buffalo
Holmwood, Frank T.	Orchard Park
Holmwood, F. T. (Mrs.)	Orchard Park
House, Mrs. Jennie R., A. F. P. C.....	Holland
Ives, J. W.....	Java Village
Johnson, E. G.	Watertown
Kirkbride, Franklin B., Letchworth Vilage.....	New York City
Kysor, W. P.	Machias
Kysor, Lettie (Mrs.)	Machias
Krehbiel, Theodore.....	Clarence Centre
Kirkpatrick, Jno. J.	Patchogue
Longalobe, S. A. (and wife).....	Oakfield
Loudon, Annie (Miss), Montgomery Co. A. D. C.....	Amsterdam
Loche (Mrs.)	Buffalo
Lapp (Mrs.)	Swormville
Lodge, C. V., Supt. Monroe Co.....	Rochester
Lodge, Mrs. C. V.	Rochester
Leo, Thomas	Syracuse
Long, Miss Jessie E. A. D. C.....	White Plains
Lawrence, Wm. C.....	East View
Lewis, C. L. (and wife).....	Naples

Lattimore, F. (and wife)	Auburn
LeFevre, Bertha	New Paltz
Lainhart, Addison (and wife)	Owego, Tioga Co.
Miller, G. D. (and wife)	Waverly
Murphy, M. J., Supervisor	Geneseo
Miller, J. B. (Dr.), Supervisor	Genesee Co.
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Reed, Helen S.	Geneva
Reynolds, Frank S.	Purdys
Redmond, Patrick (and wife)	Watertown
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Shultz, Byron	Mexico

Stone, C. A., Supt.	Mexico
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Smith, Ira W.	Springville
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Smith, A. D.	Whallonsburg
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Smith, Mary (Miss)	Whallonsburg
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Wing, Geo. T., Supt.	Bliss
Young, Geo.	Syracuse

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